# BOMBAY—1927-28

*A Review of the Administration of the Presidency*

1929
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## A Review
of the
## Administration of the Presidency

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# INTRODUCTION

THE Administration Report for 1927-28 is on the same lines as last year. It is divided into two parts :

Part I is a general summary of the year's work.

Part II deals with the work and events of the year under review and is preceded, where necessary, by a note explaining the history and functions of the department of Government whose work is reviewed and its place in the administration.

Photographs and diagrams have been inserted in the report as usual.

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LLOYD DAM—HIS EXCELLENCY SIR LESLIE WILSON SPEAKING AT THE OPENING CEREMONY [*Frontispiece*

# BOMBAY, 1927-28

## PART I

### GENERAL SUMMARY

THE efforts made by the Indian National Congress to produce a programme and a constitution suitable to all parties, the arrival in India of the Statutory Commission, and the attempt to bring about a revision of Government's land revenue policy by the inauguration of a no-tax campaign in the Bardoli Taluka, were the principal events in the political history of the Presidency during 1927-28. The Bombay Presidency was particularly interested in the first named of these events because the question of the separation of Sind was one of the most important of the problems the nationalist politicians had to solve. Provincial autonomy is in the forefront of the Indian constitution as proposed by the Congress, but this involves a territorial redistribution in order that there shall be some provinces where Muhammadans have a majority as a set off to the many provinces in which Hindus are in a majority. The Muhammadans are in favour of the separation of Sind whereas the Hindus of Sind are equally determined to oppose it. But while the politicians were endeavouring to adjust communal differences preparatory to the drawing up of a constitution, these differences led to several serious outbreaks between Hindus and Muhammadans, the usual cause of the dispute being the playing of music before mosques. On the 16th of April a fracas due to this cause occurred in Bombay and three Hindus were injured. In the following month a more serious riot occurred at Surat and the police were forced to open fire. One Muhammadan and one Hindu were killed and three Hindus were wounded by the firing and 22 constables and 18 Hindus received injuries in the riot. At Faizpur (East Khandesh) in July one Muhammadan was killed and six Muhammadans and one Hindu wounded in a riot and other affrays between

the two communities occurred at Kharepatan (Ratnagiri District), Mehmadabad (Kaira District) and Ahmedabad. The most serious riots, however, occurred at Sholapur, one in July and the other in September. In the first riot nine Hindus and 34 Muhammadans were injured and the strained relations engendered by this fracas led to another riot on the 10th of September when a Ganapati procession was stoned by Muhammadans. The Hindus retaliated and stoned a mosque and a tea shop. Rioting continued for two days when it was quelled by the police with the help of a detachment of the Auxiliary Force. Two Muhammadans and three Hindus were killed and 41 Muhammadans and 21 Hindus injured. The growing tension between the two communities was watched with anxiety and the intemperate language of a certain section of the press added to the difficulties of the situation. Government issued sixteen warnings to editors of newspapers in the Presidency and Sind. That the relations between the two communities were still strained was admitted by both Mr. Gandhi and Mr. Vallavbhai Patel, who declared after the All India Congress Committee meeting in Bombay that there was no indication or symptom of a change of heart. As Mr. Gandhi said, the two communities had not lost their fear of each other.

The lack of unity beween the two communities was illustrated by their attitude towards the Simon Commission. Almost all sections of the Hindus, including the Liberals and the Responsivists were in favour of boycotting the Commission because it gave Indians no authoritative voice in shaping the decisions of the Commission at all important stages. On the other hand, a considerable section of the Muhammadans were opposed to boycott. The Non-Brahmin party leaders had up to the 31st of March 1928, the period dealt with in this review, given no definite lead to their followers, and while the Liberal Party committed itself to the boycott of the Commission, it was opposed to Hartals and other mass demonstrations. The demonstration in Bombay on the arrival of the Commission on the 3rd of February, was a somewhat feeble affair despite extensive propaganda in the press and on the platform.

Only a few students turned up at the Mole while the workers' procession was composed of only about 1,500 workers chiefly from one railway workshop. The public meeting in the afternoon at the Chowpatty Sands, however, attracted a large crowd. The Madras Congress meeting in December called upon members of the legislature not to attend the sessions except to prevent their seats being declared vacant or to defeat the Ministry, etc. The eleven members of the Swarajist Party in the Bombay Legislative Council were given permission to attend the Budget session in February-March 1928. In the course of the Session they moved reductions in demands for grants but eventually walked out after a ruling of the President on the procedure in connexion with the University Bill.

The agitation in the Bardoli Taluka of the Surat District against the enhancement of the land revenue assessment commenced in the year under review. The settlement of this taluka, which, it may be remembered, was the taluka selected in 1921 by Mr. Gandhi for his experiment in non-violent resistance to payment of taxes, was due to expire on the 31st of July 1927 and the revised settlement involved an increase of about 20 per cent. in the assessment. In the beginning of February Mr. Vallavbhai J. Patel of Ahmedabad visited the taluka to prepare for a no-tax campaign. The taluka was divided into divisions or areas each in charge of *ex*-Satyagrahis of the non-co-operation days and an intensive campaign was carried on to induce the cultivators to sign a pledge not to pay any assessment whatever either the old or the new. The campaign was amply financed to the extent of over Rs. 4½ lakhs and was carried on with the help of volunteers from all over the Presidency. It soon became a definite national issue which was followed with interest in other parts of India where it was regarded as a matter of more than local importance, involving principles which went far beyond those involved in the question whether or not the assessment was too high. After some months of agitation Government agreed to the appointment of a Committee of Enquiry to decide whether or not the assessment was a proper assessment based upon

sufficient data provided that the revised assessment were fully paid up. At the time of writing the Committee of Enquiry is still sitting.

**Finance.**—Two important events in the financial history of the Presidency during 1927-28 were the total remission of the contributions to the Central Exchequer and a revision of the rules relating to the provision of funds for famine relief. On the 1st of April 1927 the famine fund stood at 242 lakhs and Government were contributing to it at the rate of 35·46 lakhs per annum, the full contribution of 63·6 lakhs having been reduced to 30 lakhs with the sanction of the Secretary of State. The average annual expenditure of the province on famine relief in the years 1905-25 was only 9·62 lakhs. The highest amount spent in any two consecutive years since 1910 was 67·25 lakhs. It was considered that, having regard to greatly improved conditions due to the development of irrigation and of communications and the general advance in the well-being of the community, a considerable reduction could be effected both in the annual contributions to the fund and in the minimum balance that it was necessary to maintain in the fund. Accordingly in September 1928 revised rules came into operation whereby the annual assessment for the Bombay Presidency has been fixed at 12 lakhs and the minimum balance to be maintained in the fund has been fixed at 75 lakhs with the proviso that when the balance in the fund is equal to or more than this amount, the annual assignment may be temporarily suspended. During the year under review unprecedented floods occurred in Gujarat. These floods are described in other parts of this report and it was at first feared that their effect on the finances of the Presidency would be severe. Had conditions in Gujarat not improved after the middle of August, the prospect would have been very dark. Damage due to silting, etc., fortunately turned out to be not as serious or as extensive as originally feared and the deterioration is not likely to be permanent. A sum of over 10½ lakhs was spent on free grants, and advances to the amount of 80 lakhs were sanctioned from the Famine Fund for advances to agriculturists and 63½ lakhs from the balances for advances to non-agriculturists.

In addition to the above sums for Flood Relief work Government spent over 3½ lakhs for repairing roads and buildings and over 2½ lakhs for tanks and embankments, while assistance was also given to District Local Boards. Loans on such an extensive scale to a very large number of persons had never been given before in the case of those who had no agricultural land to offer as security and to whom loans could not be granted under the Agriculturists' Loans Act and a Bill was passed in the year under review to obviate the necessity of Government having recourse to law-courts and to place such persons on the same footing as agriculturists receiving loans under the Agriculturists' Loans Act.

For the year 1927-28 ordinary revenue was estimated at 1,414 lakhs and expenditure at 1,417 lakhs. The final figures showed a revenue of Rs. 1,394 lakhs and an expenditure of 1,381 lakhs.

**Trade and Commerce.**—The aggregate value of the foreign trade (private) of the Bombay Presidency (excluding Sind) for the official year 1927-28 showed a further decline of Rs. 12·85 lakhs to Rs. 183·82 crores. If treasure be excluded, Bombay's foreign trade increased by Rs. 6·09 crores to Rs. 153·56 crores due to larger imports of merchandise. These figures indicate that after several years of depression, the import trade at last has turned the corner. Imports of merchandise rose in value by Rs. 9·51 crores, or nearly 12½ per cent., to Rs. 86·39 crores. The improvement was general, with the exception of sugar and a few minor items. The figures were swollen by the larger arrivals of cheap American cotton (worth Rs. 6·74 crores), but this only accounted for Rs. 1·77 crore of the increase. The long-delayed revival of the import trade was no doubt a reflection of the better conditions prevailing in the United Kingdom and Europe generally and in particular of the absence of serious labour trouble and the greater stability of the world's currencies. The growing confidence of the Indian consumer was in some measure shown by his increased takings of merchandise and decreased takings of gold and silver. Bombay, which is India's great bullion market, imported precious metals of the value of Rs. 27·61 crores in 1927-28,

nearly Rs. 7¼ crores less than in the previous year, and Rs. 23 crores less than in the year before that. The restricted imports of bullion were responsible for the small falling off in the total value of the private foreign trade.

Exports of Indian produce and manufactures declined for the fourth year in succession by Rs. 4·98 crores, or over 7½ per cent., to Rs. 60·24 crores. This was entirely due to the poor shipments of raw cotton. The cotton year was still overshadowed by the record American crop of 1926, which included a great mass of low quality fibre, and this competed with Indian cotton, not only in its foreign but also in its domestic markets, so much so that no less than 50,000 tons reached Bombay in the year under report. The 1926-27 crop in India was late, and the 1927-28 crop was good both in quantity and quality. These factors, coupled with the financial difficulties experienced by Japan, Bombay's best consumer, caused exports to fall from 385,000 to 312,000 tons in quantity and from Rs. 40½ to Rs. 31 crores in value. Lower prices accounted for nearly Rs. 2 crores of this loss. Japan alone, with takings reduced by 80,000 tons, more than accounted for the whole contraction. Stocks in Bombay at the end of March 1928 had reached the very high figure of 925,000 bales. Shipments of Indian yarns and piecegoods also declined by Rs. 1·22 crore and Rs. 71 lakhs respectively. Apart from this exports expanded satisfactorily, especially those of seeds which recorded a welcome advance of no less than Rs. 4½ crores ; oilcakes gained Rs. 53 lakhs and leather Rs. 31¾ lakhs. Re-exports of foreign merchandise improved by Rs. 1·56 crore to Rs. 6·94 crores, mainly owing to larger reshipments of raw hides and skins and of sugar.

The volume of Bombay's trade, always excepting cotton, has increased considerably. This is particularly marked on the import side where, despite a general fall in prices, the value of the trade has risen noticeably, and the volume even more. The coasting trade of the Presidency showed a distinct revival, and the aggregate value advanced by Rs. 4·31 crores to Rs. 69·79 crores.

The gross collections of the Bombay Custom House rose from Rs. 1,216·55 lakhs to Rs. 1,249 lakhs. These figures

exclude collections on account of the various cesses such as the cotton cess and tea cess.

The aggregate value of the trade of the Province of Sind both foreign and coasting amounted to Rs. 76·48 crores as against Rs. 75·43 crores in the preceding year. Of this total, the foreign trade contributed Rs. 59·32 crores and the coasting trade Rs. 17·16 crores. Under foreign trade there was, in contrast with the preceding year, an increase in exports and decrease in imports, the total value of exports rising from Rs. 26·60 crores to Rs. 28·77 crores, *i.e.*, by 8 per cent. and that of imports falling from Rs. 31·43 crores to Rs. 30·55 crores, *i.e.*, by 3 per cent.

**Agriculture.**—The year 1927-28 was, on the whole, a favourable one, according to the report of the Director of Agriculture. The outstanding phenomenon was the deluge in North Gujarat, Kathiawar and South Sind at the end of July. The rain was practically continuous for six days (25th-30th July) and the whole of North Gujarat was converted into a vast lake. People took refuge on railway platforms and in upper stories, while live-stock sought the higher ground. The general expectation that the human death-roll would be great, the live-stock casualties colossal and the consequent anticipated epidemic of disease devastating, was falsified. There were very few deaths among the people, while the losses in live-stock were comparatively small. An epidemic did not break out, due to the very prompt action of the Public Health Department. The chief material damage was to the houses. Damage to agricultural land was remarkably small and took the form of scouring in some places and sand deposits in others. All standing crops were destroyed, but, thanks to the relief measures, resowing of kharif crops or the substitution of rabi crops, was general, and visitors to North Gujarat in the subsequent cold weather, found it difficult to realize the severity of the flood.

In the Bombay Presidency proper the gross cropped area expanded by 794,000 acres. The most noticeable increase—nearly half a million acres—occurred in the Deccan, due to the favourable rains which encouraged extensive cultivation in

most parts of the division. Gujarat, despite the floods, showed an increase of 88,000 acres. The area cropped twice showed an expansion of 250,000 acres of which the Deccan was responsible for 160,000 acres. The net cropped area advanced by 544,000 acres. In Sind, however, the gross cropped area decreased by 70,000 acres and the net cropped area by 96,000 acres. The total cultivated area of the Presidency amounts to over 33,500,000 acres out of a total area of 48,725,000 acres. In Sind the total cultivated area is nearly 9,500,000 acres and the uncultivated area is 20,700,000 acres. The area under food-crops and non-food crops advanced by 204,000 acres and 590,000 acres respectively. There were 347,000 more acres under cotton and an increase of 138,000 acres under groundnut. The cropped area in Sind showed a setback of 70,000 acres due to deficient water supply. Nearly 5½ million tons of food-grains were produced in the Presidency during the year under review.

**Department of Agriculture.**—The general agricultural awakening in the Bombay Presidency, to which reference has been made in the past, continued to spread. This can be observed in many forms, such as the desire of the cultivator to adopt land improvement schemes, the attention given to the economics of sugarcane, the demand for premium bulls, the interest taken in horticulture, the anxiety to secure seed of improved varieties of crops and the efforts to develop local organisations for promoting agricultural improvements. This public interest in agriculture has received a strong stimulus from the work of the Royal Commission on Indian Agriculture, and the first Presidency Agricultural Show has kindled the imagination of some of the rural leaders, who see fresh opportunities for useful service to their districts. Generally it may be said that the average public man has today a fuller realisation of the importance of agriculture to India than he had a few years ago.

The Department continued its work of increasing the quantity and improving the quality of crops grown in the Presidency and the remarkable success achieved by the Department in popularising groundnuts continued. These oilseeds constitute

a very important export crop. Exporters demand purity and the department is making special efforts to ensure the cultivation of pure varieties. Various new varieties of cotton produced by the department continued to find a ready demand and the department has had to give special attention to the machinery for the multiplication and distribution of the seed. As regards cotton the department can develop and control a new variety up to the stage when it occupies from 5,000 to 10,000 acres of land. Beyond that it has been found essential to pass the work on to some other organisation such as Cooperative societies, Taluka Development Associations, etc.

Insect pests again attracted the special attention of the department and the usual varieties were reinforced by wingless grasshoppers and locusts. Further progress was made in cattle improvement and the seven Government farms carrying on this work were fully occupied. Poultry farming is a new development which is being fostered by the department. It is being taken up by farmers as a subsidiary to agriculture as well as by the labouring classes.

The Poona Agricultural College entered upon its twentieth year and was as popular as ever. It has 280 students on its roll and the demand for admission from all parts of India continues, but admissions from outside the Presidency are limited to ten per cent. of the total number of students admitted. The Agricultural Engineer continued his work of introducing labour saving devices and the improvement of existing agricultural implements and the design of new ones. One result of his efforts during the year was a greatly improved indigenous seed-drill the use of which would mean a saving to the cultivator of about five rupees a day compared with the existing machine. The expenditure of the department amounted to just over 17 lakhs, an increase of over half a lakh over the previous year.

An important change in the administration of the department during the year was the retirement of Dr. H. Mann, D.Sc., from the post of Director on reaching superannuation age. Dr. Mann was connected with the Bombay Department of Agriculture for twenty years, first as Principal of the College and later as Director of Agriculture.

**Instruction.**—The Quinquennial Report on Public Instruction which deals with the period from 1922 to 1927 shows that despite financial difficulties, education has expanded to a very fair extent. There were in the year under review 16,211 institutions in the Presidency, an increase of 1,378. The increase in recognised institutions was 1,542 making the total number 14,784. The total number of pupils of all kinds receiving instruction was well above the million mark, at 1,149,000, an increase of 194,000 in the five years. Expenditure rose by over 87 lakhs to more than 381 lakhs or by 29·5 per cent. Expenditure from provincial funds increased by Rs. 28,74,000 to Rs. 198 lakhs a rise of 17·1 per cent. Government funds met 51·9 per cent. of the expenditure on education or 11·9 per cent. of the total expenditure of Government in all departments. Primary education absorbed 60·8 per cent. of Government's share, direction, inspection, etc., costing only 7·4 per cent. Primary schools now number 13,835 and 10,244 out of 26,731 towns and villages have one or more schools. There is one primary school for every 824 of the male population. A gratifying feature of the quinquennium was the substantial rise in the number of girls attending school. There are now nearly 223,000 or 19·5 per cent. more than in 1922. Despite this increase, the percentage of girls receiving instruction to the total female population was only 2·43 as against 2·1 in 1920-21. Expenditure on institutions specially intended for girls has risen by 27·1 per cent.

Literacy among women is in fact higher in Bombay than in any other Presidency, but as regards men the Presidency is only third with 157 literate males per thousand of the population of five years of age and over as against 181 in Bengal and 173 in Madras.

Taking the educational position as a whole, figures show that considerable progress has been made. Every branch of education from primary to collegiate has shown an increase both in institutions and in pupils. Endeavours have been made to improve the quality of teachers employed in schools by raising their salaries and securing a larger percentage of trained men. Special facilities have been provided for the Muhammadan and

other backward communities by the grant of scholarships and reservation of places in educational institutions.

**Law and Justice.**—Eighteen Acts were passed by the Legislative Council during the year. Most of them were amendments to existing Acts designed to remove anomalies or to remedy defects which the working of the Acts had shown to be necessary.

Act No. III of 1927 amended the Rent Act of 1918 so as to make it clear that the Rent Acts applied to premises that were first let after the 10th of April 1918, so far as the expression " standard rent " was concerned.

Acts Nos. IV and V of 1927 amended the City of Bombay Improvement Trust Transfer Act of 1925 to give effect to the recommendation of the Board of Trustees that no fees should be paid to members attending the meetings of the Improvements Committee or sub-committees and also to provide that all references pending before the Tribunal of Appeal should, after a certain date, be transferred to the High Court on its Original Side.

Act No. VI of 1927 recognised the growing importance of Aden as a commercial centre by giving Government power to appoint a Judicial Assistant to the Resident and to enable him to exercise in any case or class of cases referred to him, all powers exercised before by the Resident. Provision was also made for the creation of a Bar in the Aden Courts, for the enrolment of advocates, pleaders and attorneys and for their appearance on behalf of parties in all civil and criminal proceedings in the courts of Aden.

Act No. VII of 1927 amended the Deccan Agriculturists' Relief Act of 1879 by increasing the jurisdiction of village munsiffs to Rs. 25, the previous limit having been Rs. 10, which was fixed in 1879.

Act No. VIII of 1927 made the President of the Bombay Legislative Council a full time officer of the Council.

Act No. X of 1927 amended the Bombay Local Boards Act, 1923, in various directions, one of which was to provide that if Presidents or Vice-Presidents resigned their seats as such,

they could still continue as ordinary members. The Act also gave powers to Local Boards to remove obstructions and encroachments on roads vested in them.

Act No. XIV of 1927 was passed with the object of enabling the Bombay Port Trust to establish a special fund for welfare work for the benefit of their employees.

Act No. XV amended the Bombay Primary Education Act, 1923, in order to make it clear that the powers to appoint the School Board Administrative Officer shall, subject to the approval of Government, be vested in the Local authority alone.

Of the 19 Government Bills introduced in the Legislative Council during the period under report, 11 were passed into law, two were read for the first time and referred to Select Committees, one was read for the first time, three were merely published in the *Bombay Government Gazette*, one was dropped by Government and one was read for the third time, but did not become law during the period under report.

There were twenty-four private Bills, of which two became law.

Litigation during the year showed an increase, the number of civil suits instituted in mofussil courts being nearly 144,000, nearly 16,000 more than in the previous year. The amount involved in these suits was 469·7 lakhs although 124,767 were of a value below Rs. 500. The High Court in Bombay also showed an increase in the amount of work that came before it . The actual number of suits decided in the High Court was 3,259 leaving 2,601 undisposed of at the close of the year and of these 681 had been more than two years on the file. On the Appellate Side the High Court dealt with 2,711 appeals and there were nearly that number pending at the close of the year. The Presidency Small Causes Court decided 36,892 cases.

Criminal cases also showed an increase. They numbered 213,350 of which 201,571 were tried, nearly 120,000 people were involved of whom 103,000 were convicted. In the great majority of cases—84,756—a fine was regarded as sufficient punishment and in less than 10,000 was imprisonment awarded.

Sessions courts dealt with 1,958 persons of whom more than half were convicted. The death sentence was passed in 29 cases and transportation was ordered in 112 cases.

The total receipts of all courts in the Presidency amounted to Rs. 87,62,000 while the total direct charges were Rs. 67½ lakhs.

**Police and Crime.**—The outstanding feature of the year 1927 was the increase in reported crime, for which the Northern Range was chiefly responsible. The total number of reported cases of all kinds was 144,802 or 8,290 more than the total for the year 1926. The reported cognizable cases amounted to 40,748, the highest figure reached during the last quinquennium, while the reported non-cognizable cases amounted to 92,939 representing an increase of 6,501 cases as compared with the figure for 1926 and an increase of nearly 30,000 cases as compared with the figure for 1921.

There was a slight decrease in serious reported crime, and the facts regarding Kaira District, where the improvement is most marked, are significant. The figure representing serious crime in Kaira stood at 103 in 1923, whereas it dropped to 39 during the year under review. Special attention has been paid to Kaira since 1923 and the strength of the Police there has been increased. The improvement has been effected largely by patrolling of the roads by special police parties and by a rigid adherence to the policy of restriction of Dharalas.

The Bombay Suburban District continued to be the most criminal district in the Presidency and the increase in the number of house-breakings there is noteworthy, an unsatisfactory state of affairs partly due to the proximity of Bombay and partly to the inadequacy of the Police strength in the district.

The total number of undetected police cases during the year was less than in 1926 and the total number of true police cognizable cases ending in conviction showed a percentage of 55·69, the highest figure for five years.

The percentage of convictions under special and local laws also continued to be satisfactory.

Good work continued to be done by the Criminal Investigation Department, by the Criminal Tribes Branch and by the Finger Print Bureaux.

In particular the success of the Sind Criminal Investigation Department in dealing with the notorious Karachi Coining Case may be mentioned. This case involved the most careful investigation both in England and in different parts of India. The object of the conspiracy was to counterfeit the silver coinage of India, Russia, Persia and Afghanistan on a large scale, an undertaking which promised to be most profitable in view of the low prevailing price of silver. The ingenuity employed by the conspirators to effect their ends was matched by the skill of the detective staff which eventually brought them to trial and conviction.

The Finger Print Bureaux of the Presidency Proper and Bombay City have been amalgamated, and at the end of the year the total number of slips amounted to 127,363.

The sanctioned strength of the Police in the Presidency including Sind and the Railways, but exclusive of the Dangs, stood at 1,071 officers and 22,266 men—a net decrease of 19 officers and 53 men since 1926.

There was a considerable difference, however, between the sanctioned and the actual strength of the Police, owing to the suspension of recruitment, on account of financial stringency and the total cost of maintenance fell by nearly two lakhs.

The standard of past years was, however, maintained under difficult conditions and in particular the part played by the Police in connection with the unprecedented floods in Gujarat deserves honourable mention.

Government in their resolution on the annual report, expressed the opinion that considering the retrenchment in the Police Budget which was necessitated by financial stringency, the consequent reduction in the strength of the Force, the rising figure of reported crime and the communal tension in many places, great credit was due to the Inspector General of Police, to his officers and to his men for their excellent work throughout the year.

**Bombay City Police.**—The reported crime for the year showed a slight increase compared with 1926 but the total for the year compared very favourably with the average of the previous ten years. Dacoities, robberies, house-breaking and rioting increased in numbers, but thefts showed a small decrease. Towards the end of the year and the beginning of 1928 several old criminals and returned deportees were rounded up and there was a welcome drop in this class of crime. Sixty-five cases of murder and attempted murder, including fourteen cases pending from the previous years were dealt with by the police. Seven ended in the acquittal of the accused and thirteen remained undetected. Of the remainder 27 ended in conviction and fourteen were still pending at the close of the year.

Altogether 96,294 persons were arrested by the police of whom 90,366 were convicted. The value of property alleged to have been stolen amounted to 10¾ lakhs as compared with 17¼ lakhs in the previous year. More than 25½ per cent. of the stolen property was recovered. Not counting the cases still under investigation, the police were successful in 12 per cent. of the dacoity cases, 35 per cent. of the robbery cases, 20 per cent. of the house-breaking cases and 42 per cent. of the theft cases.

There were about 10,000 motor vehicles running in Bombay city, of which 780 were motor lorries. The number of accidents due to motor cars was 2,439, an increase of 463 over the previous year. In street accidents of all kinds 78 persons were killed and 2,309 persons were injured, the casualties being rather fewer than in the previous year. The usual religious festivals passed off peacefully and without incident. There was, however, a quarrel between some Sikhs and Muhammadans in February in connexion with the complaint that a Sikh procession had played music before a mosque. Several Sikhs were injured and one was beaten to death. A riotous mob collected and had to be dispersed by the police and one member of the crowd was killed. No further trouble resulted and, says the Commissioner of Police in his report, "for this the Muhammadan and Sikh leaders are to be thanked because they

bravely exerted themselves to restrain and calm their followers with conspicuous success. Without their level headed co-operation an ugly situation might have developed." The Commissioner complains of the delay caused in the disposal of many cases in the courts, which the Chief Presidency Magistrate attributes mainly to the inadequate number of magistrates. The total permanent strength of the Force at the end of the year was 3,764 as compared with 3,832 in the previous year and its total cost was Rs. 33·32 lakhs.

**Public Health.**—Despite a somewhat severe epidemic of cholera, which sent up the death rate from this disease from practically nil to 1·36 per thousand, the death rate showed a fall from 28·55 to 25·71. This satisfactory result was due chiefly to lower death rates under the headings ' fever ' and ' respiratory diseases.' The year also recorded the lowest number of deaths from plague since the importation of this disease into the Presidency. Infant mortality decreased from 194 in the previous year to 161, only a fraction above the lowest recorded figure. The birth rate was slightly lower than the previous year but there was an excess of births over deaths of more than 200,000. The number of births was the highest recorded in any year since 1916 with one exception. They exceeded the mean figures for ten years by 62,000 the actual number of births being 706,285 giving a birth rate for the presidency of 36·85. In Sind the rate was only 23·05 as compared with 41·32 for the rest of the Presidency outside Bombay. The birth rate for rural areas was, as usual, considerably higher than for urban areas the respective figures being 38·73 and 29·12, West Khandesh with 51·83 recording the highest birth rate and Hyderabad the lowest, 16·09. Some of the birth rate figures for smaller administrative areas were very large. Pathardi in Ahmednagar district returned a rate of 79·24. South Salsette on the other hand recorded the low figure of 17·56 and Poona City Taluka 14·93. This is lower than the birth rate for Bombay city, 18·54. For every hundred female births there were 108 male births. The reduction in infant mortality reflects the preventive work which is being done both in Bombay city and in the mofussil. These include visits by municipal district nurses, attendance on

confinements, provisions of necessaries and comforts during the lying-in-period, maternity homes, milk depots and infant welfare centres. Greater attention, too, is being paid by the municipalities in all divisions to the maintenance of midwives in their respective areas.

Cholera was the most severe of the epidemic diseases. It prevailed from March to November 1927 and resulted in 26,153 deaths, as compared with only 73 in the previous year, a death roll only comparable with that of 1919 when there were over 50,000 deaths. In the Presidency proper all the collectorates with the exception of Broach, Kaira and Panch Mahals were more or less affected, while in Sind four out of the seven districts reported deaths. The epidemic, however, was chiefly confined to the districts of Belgaum, Dharwar, Bijapur, Satara, Sholapur, Poona, Ahmednagar and East Khandesh, the number of deaths in Belgaum 7,575 being twice as large as anywhere else. Fourteen medical officers were appointed on cholera inoculation duty and special grants were sanctioned by Government for preventive measures.

For a number of years now the heavy incidence of plague has been confined to five or six districts in the Deccan and in the year under report four of these contributed some 80 per cent. of the total mortality of 4,076 which was considerably less than half that of the previous year. Gujarat and Sind were entirely immune, with the exception of 48 deaths in Surat.

There was a considerable drop in the number of deaths from Malaria, 45,641 as compared with 54,224 in 1926. The highest rural death rate from this disease was recorded in Sind, one district showing a death rate of 10·86.

**Salt.**—Nearly 12½ million maunds of salt were issued by the Salt Department during the year, of which 9,719,000 came from the Sea Salt Works in Gujarat and Thana and 2,439,000 from the Salt Works in the Rann of Cutch, where the salt is obtained from Brine wells. Imported salt amounted to 315,000 maunds, some of it, table and packing salt, from Europe, but mostly from Goa. The total receipts of the Salt Department amounted to over 147¼ lakhs. There were in all 418 salt works and they produced during the year 12,262,000 maunds and there remained

a balance in hand, at the close of the year, allowing for production during the year and the balance at the end of the previous year of 9,935,000 maunds. The average price of salt during the year in Bombay was Rs. 2-12-9 and the average consumption per head was 13·88 lbs., an increase of ·68 lbs. over the previous year. Per capita consumption in Gujarat rose from 13·17 lbs. to 14·48 lbs. In Sind the consumption worked out at 12·39 lbs. and the average retail price of salt in that province was Rs. 3-3-4, the total consumption amounted to 493,717 maunds. The department realised a revenue of 5·91 lakhs from Sind.

**Excise.**—In the year 1922-23 Government took an important step in the direction of prohibition by imposing a direct check on consumption of liquor. All country liquor shops were rationed on the basis of consumption during the year 1920-21. The experience of five years suggests that the beneficial results expected from this policy have not been attained. Revenue from still-head duty has declined by 58 lakhs and consumption has declined by over eight lakhs of gallons, but the progress of temperance does not appear to have been commensurate with the sacrifice of revenue. There has been, moreover, a considerable increase in the consumption of foreign spirit, beer and stout and it is stated that beer is replacing country spirit to a considerable extent especially in large towns. From this foreign liquor the Government of Bombay derives but little revenue. Another unsatisfactory result to which attention is drawn by the Commissioner of Excise is that the labouring classes in a number of districts, unable to afford country spirit, are taking to drinking methylated spirit which they make potable by flavouring. The most serious feature, however, is the certainty that country spirit manufactured by Government from which Government derives a large part of its excise revenue is being replaced by illicit country spirit distilled either in the Presidency itself or imported from Indian States. The number of liquor offences relating to illicit distillation, etc., was 2,110 in 1920-21 while in the year under review the number was 5,155 and it is admitted that only the merest fraction of the actual offences are detected. In some areas of West Khandesh the licit supply is estimated by the Collector to be

only one hundredth of the total consumption while in East Khandesh the licit supply is estimated to be only one-third of the total supply. Illicit distillation is done not only for personal consumption but as a regular trade, and in East Khandesh even the superior classes and castes have taken to it where formerly only Bhils and Vanjaris were concerned. During the year under review the consumption of country spirit was just over 12¾ lakhs proof gallons. Foreign spirits were consumed to the extent of nearly 2½ lakhs of gallons while foreign beer and stout was consumed to the extent of over 6¼ lakhs of gallons. The net excise revenue for the year amounted to just over 312½ lakhs of rupees.

In Sind the consumption of country spirit rose by 4,000 proof gallons to 114,000 proof gallons, and there was an increase of 113,000 gallons in the imports by sea of fermented liquor, wines and non-potable spirits, the rise in consumption of foreign liquor being due to the labouring and middle classes taking to cheap beer and brandy of German origin. The net excise revenue in Sind amounted to Rs. 40,40,000.

**Forests.**—The area under forests in the Presidency is 15,000 square miles, representing roughly 12 per cent. of the entire area of the Presidency, and it produced last year a gross revenue of 72·85 lakhs of rupees. Expenditure amounted to 43 lakhs and there was a surplus of 29·8 lakhs, a decrease compared with the previous year of 2·9 lakhs. The fall in revenue was in the Northern, Southern and Sind circles and was attributed to tightness of the money market and depression in the timber trade, accompanied by lower prices. More money, however, was spent on works of development and improvement than in the previous year for communications are essential if full advantage is to be taken of the good timber locked up in the forests. Construction work was in progress on 109 miles of new roads and repairs were carried out on 757 miles of old roads. About Rs. 70,000 was spent on the construction of roads in the Dangs and Peint where there is valuable mature teak going to waste for want of facilities of transport. There were 20,000 offences reported against the forest laws, but only 500 were decided in the courts, the remainder being compounded and

compensation to the extent of Rs. 1·53 lakhs was recovered. The extent to which the forest areas are open to cattle for grazing is shown by the fact that nearly 2½ million cattle were admitted to grazing, the fees collected amounting to just over five lakhs although the value of the grazing at full rates would have been nearly 22 lakhs. Only 11·18 per cent. of the forest area is closed to all animals for the whole year while 24·14 per cent. is open to all animals for the whole year and 62·66 per cent. to all animals, except browsers, for the whole year. The forests produced 5,539,000 cubic feet of timber and 46,666,000 cubic feet of fuel, while the amount of famine grass stored under the Famine Fodder Scheme now amounts to 228 lakhs of lbs.

**Co-operative Movement.**—Considering the policy of consolidation that was followed throughout the year, the progress made was steady. The number of Agricultural Credit Societies rose from 4,022 to 4,177 and the working capital from Rs. 346 lakhs to Rs. 353 lakhs. The Reserve Fund increased from Rs. 34½ lakhs to Rs. 40½ lakhs. In Gujerat and part of Sind the unprecedented floods wrought wide-spread destruction and progress in those parts was not possible. Further attention was devoted during the year to the consolidation of the movement by the general introduction and better understanding of the maximum credit system and elimination of bad societies and uneconomic members. Some of the bad societies in the Poona District were cancelled and a Special Officer was appointed to liquidate them. South Satara continued to be progressive and even North Satara, where hitherto the societies had languished, showed signs of improvement. In the Dharwar District the organisation of credit societies was discouraged in the areas not covered by Supervising Unions. The agricultural credit societies in Sind progressed satisfactorily and steadily.

The increase in the amount of overdues during the year was discouraging. The amount of unauthorized arrears rose from Rs. 82 lakhs to 105 lakhs. This is partly due to the 31st March not being a suitable date for estimating the progress of collections, as in many districts the crops are not sold till the middle of May or even June. The recoveries effected in Central Banks in the

Presidency proper after the close of the year were Rs. 53 lakhs during the months of April, May and June 1928.

The number of agricultural non-credit societies decreased from 264 to 257. There were 31 cotton sale societies and they sold between them cotton worth Rs. 35 lakhs. The policy of increasing the number of Supervising Unions, which are essential for the consolidation and development on sound lines of the primary agricultural societies, is being continued and the total number of such Unions was 68 as compared with 59 of last year. The Provincial Co-operative Bank continued to be the centre of co-operative activities in all its various forms. Three more branches were added, bringing the total number to 19. The utility of such branches in facilitating quick, adequate and timely finance to primary societies cannot be exaggerated. The number of District Central Co-operative Banks was 19 as compared with 20 last year. The Nagar Bank was converted into an Urban Bank and the finance of the district was undertaken by the Provincial Bank. There are now 68 fully-fledged Urban Banks with a working capital of more than Rs. 50,000 each.

Though progress in the general development of the movement was not as rapid as in previous years, the increase in the working capital by nearly a crore is remarkable. The rush of money into the District and Urban Banks continues and the amount of idle funds is increasing every year. There is still a large undeveloped tract in the Presidency, and if proper methods are utilized by the Central Banks, it is hoped that a good proportion of this idle fund could be utilized profitably. As regards intensive co-operative education, an important new step was taken by the Bombay Provincial Co-operative Institute during the year, in preparing a scheme for the starting of co-operative schools. Three such schools were actually started after the close of the year at Surat, Poona and Dharwar. If properly worked, they will constitute a great advance on the present inadequate method of imparting education to the higher non-official staff of the movement.

**Public Works.**—The Lloyd Barrage and canals scheme passed through its third full working year which was devoted

to further surveys, levelling, aligning and designing of canals, excavation of canals and preparation of plans and estimates for earthwork, regulators, bridges and buildings. Designs have been prepared for all the main canals and for most of the branch and major subsidiary channels. Excavation was carried out during the year with 44 dragline excavators of various types. The total quantity of earthwork done to the end of March 1928 was 146 crores cubic feet and that remaining to be done according to working estimates is approximately 409 crores cubic feet. The work done is equivalent to the excavation of a channel 140 miles long by 200 feet wide by 10 feet deep. Good progress was made with the construction of the Barrage scouring sluices, and the adjoining regulators on the Dadu canal on the right bank and the Khairpur Feeder West on the left bank.

As regards the existing open canals the inundation of 1927 was a bad one. The river rose to the fair irrigating level very late and fell again early in September with no prolonged period of high water at any time. The rainfall during the season was scanty in Upper Sind where it was not of material benefit to the crops. There were torrential rains in lower Sind which damaged the crops considerably. Improvements to the Pinyari canal have been carried out. Surveys in connection with remodelling the Rajib, Chitti and Garang canals were in progress. The preparation of survey estimates for remodelling the Indus canals Left Bank and Right Bank and the branches of the Fuleli was in hand. A project for remodelling the Begari canal is under consideration.

In the Deccan the year was an exceptionally good one. The monsoon opened very favourably and there was good and timely rainfall. Consequently the demand for canal water for seasonal crops was less than usual. The construction of both the Pravara Right and Left Bank canals has been completed and the canals are in full operation. The storage dam of Lake Arthur Hill has also been completed. The Lloyd Dam is now practically complete and stores the full volume of water. The work of remodelling the Nira Left Bank canal is in progress. As the supply in Lake Fife is insufficient to meet the increasing demand for water for Poona city and perennial crops on the

Mutha canals, investigations are being made for increasing the capacity of the lake either by raising the present dam or by constructing subsidiary storage dams and for enlarging the Mutha Right Bank Canal.

**Bombay Development Department.**—In accordance with the decision of the Legislative Council at the Budget Session of February-March 1927, the operations in connection with the Back Bay Reclamation Scheme were confined to the reclamation and development of blocks Nos. 1, 2 and 7 and the reclamation, without development, of block No. 8 and the linking of blocks 2 and 7 by a road along the foreshore.

Dredging operations in the harbour in connection with the filling of block No. 1 were commenced in Back Bay for the season 1927-28 on 31st October 1927. The output per hour, as well as the output for the year, far exceeded that of any previous season, the total quantity of material dredged by the " Kalu " and " Jinga " being 1,016,219 cubic yards. This was due to some extent to the more suitable material met with, but also to the general efficient handling of the dredger. The operations for the season were closed on 11th April 1928, when owing to the approaching monsoon swell it was considered unsafe to continue them any longer.

The principal dry-filling work done during the year was the murum topping of block No. 8 up to the end of November 1927, this work was carried out departmentally, as in the previous year. From 1st December 1927, however, a contract was given by Government for the work, the contractors providing the material from their own quarries. About 5,000 tons of material per day were brought in by train. The total quantity deposited during the year was 1,018,000 tons, of which a small quantity was used for blocks 1 and 2 and the balance for block 8. In addition to this about 118,500 cubic yards of building rubbish, etc., were collected by motor lorries and tipped into blocks 1 and 2.

The rubble mound and the sea-wall passed safely through the monsoon without any appreciable damage.

During the year, twenty-seven new chawls were thrown open to occupation by the working classes. Two of these twenty-seven

new chawls were leased *en bloc*, one to the Bombay Municipality for housing the menials of the King Edward Memorial Hospital and Seth Gordhandas Sunderdas Medical College and the other to Government for housing the G. I. P. and M. & S. M. Railway Police.

With effect from 1st April 1927, rents were reduced at Naigaum to a flat rate of Rs. 7 and at Worli to Rs. 5 per room for all floors. At Sewri the rent of top floor rooms was raised by eight annas with effect from 1st August 1927 so as to make a flat rate of Rs. 7 for all floors. At DeLisle Road rents remained unchanged throughout the year and the reduction of eight annas in the rent of top floor rooms was continued on account of the smaller demand for them.

The reduction in rents at Naigaum and Worli stimulated the increase in tenancies, which continued up to January 1928, when a partial mill strike brought about a steady reduction in the Worli area.

In the previous year two chawls were converted, as an experimental measure, into two-roomed and three-roomed tenements—one at Naigaum and another at DeLisle Road. The chawl at Naigaum is now fully let as two-roomed tenements with the odd rooms let singly, but the chawl at DeLisle Road is still mostly vacant. The number of shops occupied shows a considerable increase over that of the previous year in all the four chawl areas. The market at Worli which was opened on 1st April 1927 has not been a success and its opening does not appear to have appreciably increased the number of tenancies.

The percentage of collections (Rs. 6,54,520) on the assessment (Rs. 6,70,251) of occupied rooms for the year was 98 approximately, as for the preceding year. The total amount written off during the year was Rs. 27,656, a large part of which was on account of the arrears of previous years.

Schools are established at Naigaum, DeLisle Road and Worli. The Infants' Welfare Society, the Y. M. C. A. and the Hindu Maha Sabha are doing excellent work in the chawl areas. Two police chowkies have been etsablished at Worli and complaints of theft, etc., are not so common as they were before. Police protection of the Worli area is now quite satisfactory.

Besides the Infants' Welfare Society's dispensaries in the chawl area at Naigaum, DeLisle Road and Worli, the Bombay Municipality has established a free dispensary at Worli.

Activities in the departmental Suburban Schemes were, as in the preceding year, at a stand-still except for water supply schemes and such roads as it was necessary to construct to meet the demand for plots for residential purposes at Khar.

The sales of land were not so satisfactory as in the previous year. A total area of 26,499 square yards valued at Rs. 1,69,319, the bulk of which was in the Khar Model Suburb, was disposed of.

The number of persons who took advantage of the State-aided building schemes for purchase of plots in Khar was 58 against 34 in the previous year.

The demand for land continues to be greatest in this Scheme. The plots are situated close to Khar Railway station which can now be reached within 35 minutes by rail from Bombay. Electric lighting and fans and a bus service have added greatly to the amenities of this area. In all 160 bungalows have so far been built and 25 are under construction in all the four sectors.

In Suburban Scheme No. VIII (Chapel Road, Bandra), four plots remained for sale at the close of the year under report. In all 40 bungalows have so far been built and 6 more are under construction in this scheme.

In Suburban Scheme No. 16-Shahar and Suburban Scheme No. 24-Willingdon South about 31 acres and 13,300 square yards were sold, respectively, to the Salsette Catholic Co-operative Agricultural Association for poultry farming and cultivation, and to the Catholic Co-operative Housing Society and the Willingdon Catholic Gymkhana.

The negotiations for the transfer of the Central Salsette Railway (now called Central Salsette Tramway) to the G. I. P. Railway were completed and sanctioned by the Government of India during the year, and the service commenced to run on 9th January 1928 between Andheri and Wadhavli. The G. I. P. Railway are now in charge of the whole of the Kurla-Trombay Railway from Kurla station to Mandala. The permanent-way

and bridges were all completed during the year and the extension to Mandala was opened for traffic on 1st July 1927.

The Government of India have now selected the Vile Parle Juhu flats for the proposed aerodrome, and the proposed Aerodrome at Gilbert Hill, Andheri, is now available for disposal in other ways.

# PART II

## CHAPTER I

## INDIAN STATES

THE territories under the rule of Indian Princes and Chiefs in political relations with the Government of Bombay extend over an area of 28,562 square miles, or less than one-fourth of the entire area of the Presidency. The variety of the relations which, under the terms of the several treaties, subsist between the British Government and the rulers of the different States and position and responsibilities of Government as Paramount Power, necessitate the presence of an Agent or representative at or in touch with the principal Courts. The smaller and less important States are either grouped together under the general supervision of a Political Agent or are looked after by the Collectors of the districts within the local limits of which they may happen to be situated. The position of the Agent varies, roughly speaking, with the importance of the State. In some cases he does little more than give advice and exercise a general surveillance. In other cases Agents are invested with a direct share in the administration; in such cases a considerable amount of judicial work devolves on the Governor in Council, in criminal cases as a Court of Reference and Appeal, and in civil matters as a Court of Appeal. The States in which the Ruler is a minor are directly managed by Government Officers or under arrangements approved by Government.

The Gujarat States fall into two groups. The North Gujarat States lie mostly to the North of the Narbada and include the Rewa Kantha, Mahi Kantha and Kaira Agencies. The South Gujarat States, which lie to the south of the Tapti, are those in the Surat Agency.

The Maratha States fall into four groups. The North and South Konkan groups lie below the ghats to the north and south of Bombay respectively. The Deccan and the Southern Maratha Country States are situated in the central and southern portions of the Bombay Deccan. The province of Sind contains one State. The Settlement of Aden, including Perim, directly administered by the Government of Bombay, is also included in this review.

The population of these states is about four millions and their revenue nearly five crores.

# I. North Gujarat

## 1. MAHI KANTHA

*Ruling Prince with a salute of 15 guns—*

Lieutenant-Colonel His Highness Maharaja Sir Daulatsinhji Pratapsinhji, K.C.S.I., Maharaja of Idar; *Residence*—Himatnagar; *Caste*—Rathod Rajput, Hindu; *Age*—51; *Educated* at the Nobles' School at Jodhpur and the Mayo College at Ajmere; *Has male heir.*

*Ruling Prince with a salute of 9 guns—*

Maharana Shri Bhavanisinhji Hamirsinhji, Maharana of Danta; *Residence*—Danta; *Caste*—Parmar Rajput, Hindu; *Age*—28; *Has no male heir.*

*The Rao of Vijayanagar (Mahi Kantha)—*

Rao Shri Hamirsinhji, Rao of Vijayanagar (Mahi Kantha); *Residence*—Vijayanagar (Mahi Kantha); *Caste*—Rathod Rajput, Hindu; *Age*—24; *Educated*—Scott College, Sadra, and the Mayo College, Ajmere.

*Area*—3,124 square miles; *Population (1921)*—450,478; *Gross revenue based on five years' average*—Rs. 26¾ lakhs; *Tribute to His Highness the Gaikwar of Baroda by Idar*—Rs. 30,340; *by small States and Talukas*—Rs. 91,328; *Principal articles of production*—Wheat, gram, cotton, bajri, jowari and all common grains, marble and chalk.

In addition to these three States, the Agency includes 49 small States and Talukas.

There was a cyclone attended by heavy rainfall for four days in the last week of July 1927. It resulted in the collapse of many houses, devastation of crops, unprecedented dislocation in the Postal and Railway communications and the flooding of low-lying areas. Funds were started by various organizations and private gentlemen to afford immediate relief which removed much of the hardship. The outturn of monsoon crops varied from 6 to 9 annas in a rupee and of winter crops from 13 to 15 annas in the rupee. The supply of fodder and water was sufficient.

The total expenditure amounted to Rs. 26 lakhs, the principal items being Police Rs. 3 lakhs (the total strength of the Police in the Agency being 1,280); Prisons Rs. 16,400; Public Works nearly Rs. 2 lakhs; and Medical Relief Rs. 63,500.

The total number of schools was 170 with 11,376 pupils. The expenditure was Rs. 1,03,000.

## 2. REWA KANTHA

*Ruling Prince with a salute of 13 guns—*

Captain His Highness Maharana Shri Sir Vijayasinhji Chhatrasinhji, K.C.S.I., Maharaja of Rajpipla ; *Residence*—Nandod (Rajpipla) ; *Caste*—Gohel Rajput, Hindu ; *Age*—38 ; *Educated*—Rajkumar College, Rajkot, and Imperial Cadet Corps, Dehra Dun ; *Has male heir.*

*Ruling Princes with a salute of 9 guns—*

Maharaval Shri Natwarsinhji Fateshsinhji, Raja of Chhota Udepur ; *Residence*—Chhota Udepur ; *Caste*—Chavan Rajput, Hindu ; *Age*—21 ; *Educated*—Rajkumar College, Rajkot.

Captain His Highness Maharaval Shri Sir Ranjitsinhji Mansinhji, K.C.S.I., Raja of Baria ; His Highness has a personal salute of 11 guns ; *Residence*—Baria ; *Caste*—Khichi-Chavan Rajput, Hindu ; *Age*—42 ; *Educated*—Rajkumar College, Rajkot, the Imperial Cadet Corps, Dehra Dun, and England ; *Has male heir.*

His Highness Maharana Shri Sir Vakhatsinhji Dalelsinhji, K.C.I.E., Raja of Lunavada ; His Highness has a personal salute of 11 guns ; *Residence*—Lunavada ; *Caste*—Solanki Rajput, Hindu ; *Age*—68 ; *Educated*—Rajkumar College, Rajkot ; *Has male heir.*

Nawab Babi Jamiatkhan Manvarkhan, Nawab of Balasinor ; *Residence*—Balasinor ; *Tribe and religion*—Babi Pathan, Suni Musulman ; *Age*—34 ; *Educated*—Rajkumar College, Rajkot, and Imperial Cadet Corps, Dehra Dun ; *Has no heir.*

Maharana Shri Jorawarsinhji Pratapsinhji, Raja of Sant ; *Residence*—Sant ; *Caste*—Puwar Rajput, Hindu ; *Age*—47 ; *Educated*—Rajkumar College, Rajkot ; *Has male heir.*

*Area*—4,956 square miles ; *Population (1921)*—753,058 ; *Gross revenue based on five years' average*—Rs. 75¼ lakhs ; *Tribute to His Highness the Gaikwar of Baroda*—Rs. 1,30,801 ; *Tribute to British Government*—Rs. 24,382 ; *Military Force*—1,606 ; *Principal articles of production*—Rice, wheat, bajri, jowari, cotton, maize, gram, mhowra (flower and seed) and timber ; Akik (cornelian) stone in Rajpipla and Manganese in Chhota Udepur.

The Agency includes also 14 small States and 11 petty Estates.

The rainfall was nearly double the average of the past five years in almost all the States. The outturn of crops was good. Although the floods of 1927 caused some serious damage in the Southern part of the Agency the loss of life and property was slight compared with that suffered elsewhere.

The total expenditure amounted to Rs. 84 lakhs.

The total number of schools was 253 and the number of pupils 18,531.

### 3. CAMBAY

(KAIRA AGENCY)

*Ruling Prince with a salute of 11 guns—*

His Highness Nawab Mirza Hussain Yavar Khan Saheb Bahadur, Nawab of Cambay ; *Tribe and religion*—Moghal, Shia Musulman ; *Age*—17. Being educated at the Rajkumar College, Rajkot. (The State is under administration owing to the Nawab's minority.)

*Area*—350 square miles ; *Population (1921)*—71,715 ; *Gross revenue based on five years' average*—Rs. 10,05,000 ; *Tribute to British Government*—Rs. 21,924 ; *Military Force*—155 ; *Principal articles of production*—Jowari, bajri, kodra, rice, wheat, cotton, pulses, oil-seeds and tobacco ; *Manufactures*—Cotton and silk cloths, carpets, matches and articles of agate and cornelian stone.

The rains made a good beginning in June but a terrible downpour towards the end of July damaged many houses in the State and submerged large areas of land on which fresh crops had just then been sown. Most of the irrigation tanks and roads were breached as a result of the heavy rains.

The total expenditure amounted to Rs. 8¾ lakhs, the principal items being Police Rs. 67,500 (the total strength of the Police being 212) ; Prisons Rs. 6,200 ; Public Works Rs. 1,63,600; and Medical Relief Rs. 25,700.

The total number of schools was 59 with an average attendance of 3,767. The expenditure on education was Rs. 85,000. Education at all the primary schools in the Cambay State has been made free and compulsory in all village boys' schools and in the school for depressed classes in the town.

## II. South Gujarat

(SURAT AGENCY)

### 1. DHARAMPUR, BANSDA AND SACHIN

*Ruling Princes with a salute of 9 guns—*

Maharana Shri Vijayadevji Mohandevji, Raja of Dharampur ; *Residence*—Dharampur ; *Caste*—Sisodia Rajput, Hindu ; *Age*—44 ; *Educated*—Rajkumar College, Rajkot ; *Has male heir.*

Maharaval Shri Indrasinhji Pratapsinhji, Raja of Bansda ; *Residence*—Bansda ; *Caste*—Solanki Rajput, Hindu ; *Age*—41 ; *Educated*—Rajkumar College, Rajkot ; *Has male heir.*

Major His Highness Nawab Sidi Ibrahim Muhammad Yakut Khan, Mubarizud Daula Nasrat Jang Bahadur, Nawab of Sachin. His Highness the Nawab has a personal salute of 11 guns; *Residence*—Sachin; *Religion*—Sunni Musulman; *Age*—42; *Educated*—Rajkumar College, Rajkot, Mayo College, Ajmere, and Imperial Cadet Corps, Dehra Dun; *Has male heir.*

*Area*—968 square miles; *Population (1921)*—155,273; *Gross revenue based on five years' average*—Rs. 24 lakhs; *Tribute to British Government*—Rs. 9,154; *Principal articles of production*—Rice, nagli, pulses, sugarcane, molasses; *Manufactures*—Cotton cloth.

The outturn of the crops at Dharampur and Bansda was 11 annas in a rupee, but the condition of the crops at Sachin was not satisfactory.

The total expenditure was nearly Rs. 26 lakhs, the principal items being Police Rs. 1 lakh (the total strength of the Police force being 442); Prisons Rs. 2,700; Public Works nearly Rs. 4½ lakhs; and Medical Relief Rs. 62,000.

The total number of schools was 69, the number of pupils 4,858 and the expenditure Rs. 87,000.

### 2. THE DANGS

*Area*—999 square miles; *Population (1921)*—24,576; *Gross revenue including the subsidy of the Dangs Rajas*—Rs. 42,450.

A wild tract thickly covered with forest. The inhabitants belong almost entirely to the forest tribes, mostly Bhils. There was an increase in the total area under cultivation due to continuous, regular and timely rains. With the exception of a little rice and pulse, the crops are confined to the inferior varieties of mountain grains.

The principal item of expenditure was Public Works Rs. 19,300. As regards education, the average number of pupils on roll was 241 with an average attendance of 185.

## III. North Konkan

### 1. JAWHAR (THANA AGENCY)

*Ruling Prince with a salute of 9 guns*—

Second Lieutenant Raja Vikramshah Patangshah; *Caste*—Koli, Hindu. The late Raja died on 10th December 1927 and has been succeeded by his minor son, Shrimant Yeshwantrao *alias* Dada Saheb, aged 11 years. The State is under administration owing to the Raja's minority.

*Area*—310 square miles; *Population (1921)*—49,662; *Gross revenue based on five years' average*—Rs. 5,47,000; *Principal articles of production*—Rice, nagli, pulses and timber.

The rainfall was well distributed and sufficient and the condition of the crops was good. There was a great demand for labour in many parts of the State due to the manufacture of charcoal and the condition of the labouring population was satisfactory.

The total expenditure amounted to about Rs. 3½ lakhs, the principal items being Police Rs. 14,000 (the total strength of the Police force being 70); Prisons Rs. 377; Public Works Rs. 58,000; and Medical Relief Rs. 7,300.

The total number of schools was 23 with a daily attendance of 432·4 children. The expenditure on education was Rs. 20,500.

### 2. SURGANA (NASIK AGENCY)

*Ruling Chief*—Prataprao Shankarrao Deshmukh; *Residence*—Surgana; *Caste*—Maratha (Pawar), Hindu; *Age*—47; *Educated* in the Surgana State School; *Has male heir.*

*Area*—360 square miles; *Population (1921)*—14,912; *Gross revenue based on five years' average*—Rs. 71,800; *Principal articles of production*—Rice, nagli and timber.

The State contains 61 villages, of which 46 are Khalsa and 15 alienated.

The population consists chiefly of Konkani Kunbis and Kolis living in small groups of thatched and mud houses, whose chief occupation is agriculture carried on in the most primitive fashion. They are much addicted to drink, but are peaceful and law-abiding.

The crops were damaged to a certain extent owing to excessive rains at the end of the season. There was a slight fall in the prices of grain and cloth.

The total expenditure amounted to Rs. 64,000, the principal items being Police Rs. 3,000 (the total strength of the Police being 20); and Medical Relief Rs. 1,072.

There are two vernacular primary schools in the Surgana State with an attendance of 79 pupils. The expenditure was Rs. 575.

## IV. South Konkan

### 1. JANJIRA (KOLABA AGENCY)

*Ruling Prince with a salute of 11 guns and, within State limits, of 13 guns*—

His Highness Nawab Sidi Muhammad Khan Sidi Ahmed Khan, Nawab of Janjira; *Residence*—Murud, Janjira; *Tribe and*

*religion*—Habshi, Sunni Musulman; *Age*—14; Being educated at the Rajkumar College, Rajkot. During the Nawab's minority the State with the dependency of Jafrabad is being administered by his mother as Regent assisted by the State Dewan.

*Area*—377 square miles; *Population (1921)*—98,530; *Gross revenue based on five years' average*—Rs. 7,60,600; *Military force*—240; *Articles of production*—Rice, nagli, vari, cocoanut, betelnut, bajri, jowari, cotton, hemp and sesamum.

The rainfall in Janjira was seasonable. In November a cyclone and heavy rain caused damage to standing crops to some extent both in Janjira and Jafrabad. The outturn of the crops was 10 to 12 annas in both areas.

The State had an import trade worth nearly Rs. 21 lakhs and an export trade of Rs. 16¾ lakhs. The abkari and forest revenue was Rs. 2½ lakhs.

The total expenditure amounted to Rs. 14 lakhs, the principal items being Police Rs. 35,800 (the total strength of the Police force being 179); Prisons Rs. 2,600; Public Works nearly Rs. 1,10,000; and Medical Relief Rs. 25,500.

The total number of schools was 90. The expenditure on education was Rs. 50,200.

There is an Anjuman-i-Islam Institution at Murud supported from popular subscription for encouraging and spreading education in the Muhammadan community.

## 2. SAVANTVADI (BELGAUM AGENCY)

*Ruling Prince with a salute of 9 guns and, within State limits, of 11 guns—*

Captain His Highness Raje Bahadur Shrimant Khem Savant Bhonsle *alias* Bapu Saheb, Sar Desai of Savantvadi; *Residence*—Savantvadi; *Caste*—Maratha, Hindu; *Age*—30.

*Area*—925 square miles; *Population (1921)*—206,440; *Gross revenue based on five years' average*—Rs. 6,92,500; *Principal articles of production*—Rice, nachni, vari and cocoanuts; *Manufactures*—Khaskhas, gold-thread and beetle-wing embroidery, horn works, toys and other lacquered wares, etc.

The rainfall was timely and sufficient during the year. The drinking water supply was adequate but in the town of Savantvadi a scarcity of water was felt during the two months of April and May owing to the insufficient flow of water from the Kesari head cistern. The outturn of rice and nachni was annas 12 and 10 respectively. The general health of the people was good.

The total expenditure amounted to nearly Rs. 7 lakhs, the principal items being Police Rs. 71,000 (the total strength of the Police force being 323); Prisons Rs. 2,633; Public Works Rs. 96,000; and Medical Relief Rs. 38,400.

The total number of schools was 159 with 9,795 pupils. The expenditure on education was Rs. 85,000.

## V. The Deccan

### SATARA JAGHIRS

(SATARA AGENCY)

*Ruling Chiefs—*

Meherban Bhavanrao *alias* Bala Saheb, Pant Pratinidhi; *Residence*—Aundh; *Caste*—Deshastha Brahman, Hindu; *Age*—59; *Educated*—Bombay University; *Has male heirs.*

Lieutenant Meherban Malojirao Mudhojirao *alias* Nana Saheb Naik Nimbalkar; *Residence*—Phaltan; *Caste*—Maratha, Hindu; *Age*—31; *Educated*—Rajkumar College, Rajkot; *Has male heir.*

(POONA AGENCY)

*Ruling Prince with a salute of 9 guns—*

Meherban Shrimant Raghunathrao Shankarrao, Pant Sachiv; *Residence*—Bhor; *Caste*—Deshastha Brahman, Hindu; *Age*—49; *Educated* privately; *Has male heirs.*

(SHOLAPUR AGENCY)

Meherban Shrimant Vijayasinh Fatehsinh, Raje Bhonsle; *Residence*—Akalkot; *Caste*—Maratha, Hindu; *Age*—13; Being educated at the Rajkumar College, Rajkot. The State is under administration conducted by a Council of Regency owing to Raje Saheb's minority.

(BIJAPUR AGENCY)

Meherban Ramrao Amritrao *alias* Aba Saheb Daphle; *Residence*—Jath; *Caste*—Maratha, Hindu; *Age*—43; *Educated*—Rajkumar College, Rajkot. Died on 14th August 1928 and has been succeeded by his eldest son Meherban Vijayasinh *alias* Baba Saheb, aged 19 years.

*Area*—3,301 square miles; *Population (1921)*—402,169; *Gross revenue based on five years' average*—Rs. 21,89,000; *Tribute to British Government*—Rs. 39,000; *Military force*—113.

Rainfall was generally sufficient in most parts of the States. Kharif and rabi crops were good but prices of food-grains showed a slight decrease. The supply of drinking water and fodder was sufficient.

The total expenditure amounted to Rs. 21⅓ lakhs, the principal items being Police Rs. 1⅕ lakhs (the total strength of the Police force being 600); Prisons Rs. 14,000; Public Works Rs. 2¾ lakhs; and Medical Relief Rs. 22,000.

The number of schools was 253 and the number of pupils 14,000. The expenditure on education was nearly Rs. 1·67 lakhs.

## VI. Kolhapur and Southern Maratha Country States

### 1. KOLHAPUR

*Ruling Prince with a salute of 19 guns*—

Lieutenant-Colonel His Highness Shri Sir Rajaram Chhatrapati Maharaj, G.C.I.E., Maharaja of Kolhapur; *Residence*—Kolhapur; *Caste*—Kshatriya, Maratha, Hindu; *Age*—30; *Educated* in England and Ewing College, Allahabad.

*Area*—3,217 square miles; *Population (1921)*—833,726; *Gross revenue based on five years' average*—Rs. 105 lakhs; *Military force*—704; *Principal articles of production*—Jowari, rice, cotton, tobacco, sugarcane, groundnuts, etc.; *Manufactures*—Coarse cotton and woollen cloths, pottery and hardware.

Rainfall was well distributed in all parts of the State and both the kharif and rabi crops thrived fairly well. The prices of the staple food-grains remained normal.

The net expenditure amounted to Rs. 37½ lakhs, the principal items being Police Rs. 1¾ lakhs (the total strength of the Police force being 982); Prisons Rs. 46,000; Public Works Rs. 8¼ lakhs; and Medical Relief Rs. 85,000.

The total number of schools was 742, the number of pupils 40,128 and the expenditure Rs. 4½ lakhs.

### 2. SOUTHERN MARATHA COUNTRY STATES

The Southern Maratha Country States consist of the Mudhol, Sangli, Jamkhandi, Miraj (Senior), Miraj (Junior), Kurundwad (Senior), Kurundwad (Junior), Wadi and Ramdurg States. The Rulers of the two States, who have salutes of 9 guns, are :—

1. *Mudhol.*—Lieutenant Meherban Raja Sir Malojirao Venkatrao Raje Ghorpade *alias* Nana Saheb, K.C.I.E., Raja of Mudhol; *Caste*—Maratha, Hindu; *Age*—43.
2. *Sangli.*—Lieutenant His Highness Sir Chintamanrao Dhundirao *alias* Appa Saheb Patwardhan, K.C.I.E., Chief of Sangli. His Highness has a personal salute of 11 guns; *Caste*—Konkanasth Brahman, Hindu; *Age*—38.

*Area*—3,044 square miles; *Population (1921)*—608,294; *Tribute to British Government*—Rs. 1,87,754; *Gross revenue based on five years' average*—Rs. 44,53,000.

The average rainfall was above normal. The outturn of kharif and rabi crops was fair and there was a slight fall in the prices of food-grains.

The total expenditure amounted to Rs. 72¾ lakhs, the principal items being Police Rs. 3⅓ lakhs (the total strength of the Police force being 1,655); Prisons Rs. 37,400; Public Works Rs. 7¾ lakhs; and Medical Relief Rs. 86,500.

The total number of schools was 485 with a daily attendance of 25,637. The expenditure on education was Rs. 3½ lakhs.

### 3. SAVANUR (DHARWAR AGENCY)

*Ruling Chief*—Captain Meherban Abdul Majidkhan Dilerjang Bahadur, Nawab of Savanur; *Residence*—Savanur (Dharwar); *Tribe and religion*—Pathan, Musulman; *Age*—37; *Has no male heir.*

*Area*—70 square miles; *Population (1921)*—16,830; *Gross revenue based on five years' average*—Rs. 1,91,000; *Principal articles of production*—Sadis, cholis and country blankets.

The rainfall was above the average and the harvest was good especially jowari and paddy. Cotton suffered a little on account of the late rains in February.

The total expenditure amounted to nearly Rs. 1½ lakhs, the principal items being Police Rs. 9,400 (the total strength of the Police force being 49); Prisons Rs. 800; Public Works Rs. 34,500; and Medical Relief Rs. 4,000.

The total number of schools was 15, the number of pupils 1,223 and the expenditure Rs. 13,200.

## VII. Sind

### KHAIRPUR (SUKKUR AGENCY)

*Ruling Prince with a salute of 15 guns and, within State limits, of 17 guns—*

His Highness Mir Ali Nawaz Khan Talpur, Mir of Khairpur; *Residence*—Kot-Diji; *Tribe and religion*—Talpur, Baluch, Musulman; *Age*—44; *Educated*—Aitchison Chiefs' College, Lahore; *Has male heir.*

*Area*—6,050 square miles; *Population (1921)*—193,152; *Gross revenue based on five years' average*—Rs. 27,41,000; *Military force according to the reorganisation scheme*—297; *Principal articles of production*—Fuller's earth, carbonate of soda, cotton.

wool, ghee, hides, tobacco and indigo ; *Manufactures*—Cloth, leather, cutlery, cotton, silk and woollen goods, ivory, metal and lacquer wood works, glazed pottery and carpets.

The total area under cultivation increased by 5,000 acres to 195,000 acres. Expenditure amounted to Rs. 25¼ lakhs, the principal items being Police Rs. 83,000 (the strength of the Police force being 264) ; Prisons Rs. 19,000 ; Public Works Rs. 3½ lakhs ; and Medical Relief Rs. 41,400.

The number of schools was 123, with an average daily attendance of 4,236·42.

## VIII. Aden

*Area (including Perim)*—80 square miles ; *Population (1921)*—56,500 ; *Gross revenue based on five years' average*—Rs. 88,10,000.

The Resident and Commander-in-Chief at Aden administers the Settlement of Aden and the Island of Perim.

The Settlement of Aden comprises the following divisions : (1) The Peninsula and Isthmus or Aden proper, (2) Sheikh Othman and (3) Little Aden.

Major-General J. H. K. Stewart, K.C.B., D.S.O., held charge of the Residency from 1st April to 31st August 1927 and again from 30th October 1927 to 31st March 1928 and Major T. C. Fowle, from 1st September to 29th October 1927.

The total expenditure amounted to Rs. 91¾ lakhs, the principal items being Police Rs. 1·99 lakhs ; Prisons Rs. 21,000 ; and Public Works Rs. 1·88 lakhs.

There were in all 57 schools in the Settlement of Aden, attended by 2,746 scholars. The total expenditure on education in Aden from all sources amounted to Rs. 1·25 lakhs of which Rs. 53,700 were spent by Government.

## Condition of the People

The year was, on the whole, favourable. The rainfall was sufficient in almost all the States and above the average in some places. The outturn of crops was generally good. The prices of food-grains were either stationary or showed a downward tendency. The heavy floods at the end of July caused some loss in human lives, cattle and property in the affected areas. The supply of fodder and water was adequate and the condition of the agricultural stock was good. There was no epidemic except a mild outbreak of cholera and small-pox in some areas of Akalkot and the Southern Maratha Country States. Except for States where certain parts were visited by heavy floods, the season was favourable to the agriculturists generally.

# CHAPTER II

# ADMINISTRATION OF THE LAND

## LAND RECORDS

THE functions of the Land Records Department are to provide statistics necessary for sound administration in all matters connected with the land, to reduce, simplify and cheapen litigation in the Revenue and Civil Courts, to provide a Record of Rights for the protection of all who hold interests in land, and lastly to simplify and cheapen periodical settlement operations.

The Land Records staff consists of a Director of Land Records, who is also Commissioner of Settlements, four Superintendents of Land Records, District Inspectors and Circle Inspectors. The function of the Director of Land Records has been limited to inspection and advice, and the critical administration of the Department.

The staff of the Department is divided into two sections :

(*a*) the district staff of Circle Inspectors under the Collectors, and

(*b*) the cadastral survey staff (including city surveys) under the Department of Land Records.

The Superintendent and the District Inspectors of Land Records supervise both the branches, but in respect of (*a*) their function is rather to advise and assist while the actual orders are given by the Revenue Officers. As to (*b*) the administration is direct.

A complete record of rights and interests in lands has been prepared for all unalienated and many alienated villages throughout the Presidency and steps are being taken to prepare it for the remaining alienated villages also. The record has proved of very great value to the land revenue administration and to the public at large who are not slow in realising its importance as an authentic record of their titles.

City surveys form an important part of land records. Such surveys have now been introduced in Bombay City and in most of the important cities and towns in the Presidency. The progress of this work is being maintained. Suitable arrangements have also been made for the maintenance of city survey records after completion. In Bombay a special office, *viz.*, the Bombay City Survey and Land Records Office, does this work under the control of the Collector of Bombay.

On account of the close connection which necessarily exists between the record of rights and the deeds registration, which is the business of the Registration Department, the offices of the Director of Land Records and Inspector General of Registration are placed under the control of one officer who holds both appointments. This officer also exercises general control over the work of the Photozincographic Press at Poona, instituted originally for the printing of cadastral maps.

## GUJARAT TALUKDARS' ACT

Under the provisions of various Acts including the Gujarat Talukdars' Act, the Court of Wards Act, the Guardians and Wards Act, etc., Government are empowered to take over the management of estates whose owners by reason of minority, incapacity, etc., are not considered capable of looking after them. A large number of these is in the Ahmedabad district where in all there are 28 estates managed by the Collector who is also Talukdari Settlement Officer.

The revenue demand for the year including past arrears was Rs. 5·32 lakhs, out of which Rs. 4·79 lakhs were recovered and Rs. 1,000 were written off. The total rental demand of the estates under management including arrears of past years was Rs. 1·10 lakhs, out of which about Rs. 1 lakh were collected and Rs. 400 were written off.

There were 22 sons of Talukdars receiving education at the Talukdari Hostel at Dhandhuka at the close of the year as against 17 last year.

Fifteen estates were released from management during the year. Efforts are being made to withdraw management from other estates and to ensure that Talukdars have the same facilities for credit as other landowners.

## SIND INCUMBERED ESTATES ACT

The Sind Incumbered Estates Act of 1881 was passed by the Government of India in order to amend the law providing for the relief of Jagirdars and Zamindars in Sind and this Act was further amended in 1896. The management of such estates is undertaken upon an application by the landholder and a Special Officer designated "Manager, Sind Incumbered Estates" has been appointed to supervise the management of these estates under the control of the Commissioner in Sind. There has been a steady decrease in the number of estates under management in recent years, the number in 1924-25 being 137 as against 278 in 1911-12 and 292 in 1915-16. The estates are

leased to outsiders or to the estate owners, but generally to the latter whenever this is possible.

Sixteen new estates were taken under management and 19 were released, leaving 136 under management at the close of the year as against 139 last year. The revenue was about Rs. 11½ lakhs and the cost of management decreased from 6·29 per cent. to 5·71 per cent.

## THE COURT OF WARDS ACT

The Bombay Court of Wards Act was passed in 1905. Under this Act the Commissioners of Divisions are the Courts of Wards for the limits of their Divisions. With the sanction of Government, they assume superintendence of estates of landholders who, on account of minority or physical or mental defects or infirmity, are not qualified to manage their property and also on application by the landholders of estates that are heavily indebted. Suitable arrangements are also made for the education of minor wards.

## DEPARTMENT OF LAND RECORDS

The foundation of society and industry in India is in the land and the maintenance of a complete record of all rights is a great bulwark of public peace and of law and order. Moreover, without such records it would be impossible to get true statistics of any species of production or any of the other economic facts connected with the land.

A great support of the Indian Administration is the land revenue, the right of the State to share in all the unearned rental values of land. The science of economics and fiscal theory is recognising more and more fully the right of the public to this share; and the pre-eminent position of the land revenue in every scheme of taxation necessary for the maintenance of a modern State. Survey and classification of land, and a full record maintained, not spasmodically but every day as every change occurs, is indispensable for the assessment and collection of land revenue. This is a task which is never completed. It extends to the cities as well as the country-side and forests. Uninteresting and tedious as much of its work must be, nevertheless the work of the Land Records Department lies as the woof and warp underneath all the elaborate material of which the administration is composed.

The main function of the Department is to maintain all survey and classification records up to date, and for this purpose to carry out the field operations preliminary to the incorporation

of changes in these records. It has further to organise and carry out rural and city surveys on an extensive scale and to maintain them in a state of usefulness. Special surveys for private individuals or bodies such as relate to Inam villages, surveys in connection with Railway or Municipal or local Board projects, etc., and surveys on behalf of other Departments of Government and Indian States are also frequently undertaken. The supervision of the preparation and maintenance of the Record of Rights, the periodical inspections of boundary marks and the introduction of Revenue settlements complete the function of the Department.

An important and in a sense epoch-making innovation by this Department during this year was the introduction of the new combined V. F. VII and XII Form. This form gives statistics about rents and tenancies, and the exact area of land tenanted in each of the possible ways, and self-cultivated—and also gives the data for the preparation of Electoral Rolls which have been hitherto very incomplete and also will yield statistics needed for the discussion of the tenancy legislation. As this new form was sanctioned rather late for introduction all over the Presidency, it has hitherto been possible to introduce it only to the extent to which forms could be printed and supplied.

ROUTINE MEASUREMENT WORK

**Northern Division.**—Seventeen Cadastral and six District Surveyors were employed on this work throughout the year, and three Cadastral Surveyors for five months only. Five City Survey Maintenance Surveyors were also employed on this work for four months. This staff measured 17,033 new hissas and 2,144 survey numbers on private application; and 2,769 survey numbers on Government account. The cost was Rs. 28,886, while the fees earned (including fees for Government work on the scale charged to the public) amounted to Rs. 31,715.

**Central Division.**—Forty-five Cadastral Surveyors and seven District Surveyors were employed. They measured 6,225 survey numbers and 13,257 hissas on private application, and 3,567 survey numbers and 2,055 hissas involved in Government work. The cost was Rs. 43,982, while the fees earned (including cost of Government work estimated as above) amounted to Rs. 48,012.

A temporary staff of 152 hands including Nimtandars under one Survey Mamlatdar was employed on Sub-Division Measurement work. They measured in all 100,892 Sub-divisions in 100 villages in 5 talukas and 1 peta of Poona, Sholapur and Satara Districts.

**Southern Division.**—Twenty-three permanent and eighteen temporary Cadastral Surveyors with five District Surveyors were employed during the year. They measured 13,331 new hissas and 5,555 survey numbers on private application and 2,983 survey numbers, 141 plots and 172 hissas involved in Government work. The cost was Rs. 34,982, and the fees earned (including cost of Government work estimated as above) amounted to Rs. 36,837.

Besides, six parties of 48 measurers under a Survey Mamlatdar measured 50,952 hissas in 2 rayatwari and 61 khoti villages of Mahad taluka. The total cost of this hissa survey, which is peculiarly difficult and intricate, was Rs. 22,698. Five other parties of 46 measurers under a Survey Mamlatdar measured 24,438 hissas in 193 villages of Kumta, Ankola and Sirsi talukas of Kanara district. The total expenditure incurred on this survey was Rs. 21,633.

**Bombay Suburban Division.**—One hundred and thirty-seven correction cases affecting 994 survey numbers and 1,441 miscellaneous cases were disposed of during the year. The sale proceeds of printed maps and extracts from survey records amounted to Rs. 555 while the approximate cost of extracts supplied free to Government officers was Rs. 303.

**Sind.**—In all 924 theodolite stations and 18,922 properties were reviewed during the year. The Superintendent, Land Records in Sind, inspected the work of all the city surveys, including that of Karachi, and also tested 203 survey numbers measured by the village establishments.

REVISION SURVEYS

**Northern Division.**—Four Field Party Surveyors were employed in Gujarat. They did the survey and reclassification of lands damaged by the floods in Gujarat, reclassification of rice lands in Viramgam taluka, examination of subsoil water in five talukas of Kaira and classification of the seaboard lands in Surat. In all they measured 93 survey numbers (260 acres) and classified 5,465 survey numbers (18,735 acres) and examined subsoil water of 988 wells in 43 villages of Kaira. In Thana three Field Party Surveyors were employed and a special party surveyed four inam villages in Bassein, Mahim, Murbad and Bhiwandi talukas for Record of Rights.

**Central Division.**—Measurement of 17 and classification of six inam villages of Patan Taluka (Satara) was completed. Eight inam villages of the same taluka were taken up for survey for

Record of Rights purposes. Twenty-four villages of Miraj, Laxmeshwar and Modnimb talukas of the Miraj State were surveyed.

**Southern Division.**—Three inam villages of Belgaum were surveyed for introduction of settlement.

**Bombay Suburban Division.**—The survey staff consisting of six Cadastral Surveyors did 722 measurement cases involving 1,171 survey numbers and 2 classification cases involving 2 survey numbers.

REVISION SETTLEMENTS

**Northern Division.**—No revision settlements were sanctioned but the calculation of revised assessments in certain talukas was completed.

**Central Division.**—Settlement rates were sanctioned for 67 Government villages of Akrani Mahal, 29 inam villages of Central Division, 12 inam villages of Kolhapur State and 70 villages of Miraj, Laxmeshwar and Modnimb talukas of Miraj State. Revised assessments for 81 Government and 4 inam villages of Mulshi peta were calculated.

**Southern Division.**—Second revision settlement was introduced in 56 Government, 86 khoti and 4 sharakati villages of Roha (Kolaba). First revision settlement was introduced in 1 inam village of Devgad taluka and original settlement was introduced in 1 inam village of Chikodi taluka. Assessments were calculated for 23 inam villages of Here Jahagir in Belgaum, 1 inam village in Dharwar, 13 inam villages in Belgaum and 1 inam village in Ratnagiri.

**Bombay Suburban Division.**—Assessments were calculated for the second revision settlement of South Salsette taluka and for revision settlement of the inam village of Dahisar.

CITY SURVEYS

**Northern Division.**—Thirty-four cities and twenty-six village sites are under regular maintenance.

**Central Division.**—Thirty-one cities and five village sites are under regular maintenance. Enquiry work in Lonavla was finished. The enquiry work in Mahableshwar and re-enquiry in Ahmednagar city are in progress. Survey of the inam village site of Chinchwad was finished and that of Uruli Kanchan is in progress. City survey of the town of Sangli was completed.

**Southern Division.**—Nineteen city surveys are being regularly maintained. Enquiry work was completed in Ramdurg and is in progress in the city of Malwan.

**Bombay Suburban Division.**—In Bandra and Danda and in the surveyed village sites the surveys were maintained. Seventeen encroachments were detected in the city and village site surveyed areas.

**Sind.**—The maintenance work of Shikarpur, Garhi Yasin, Sukkur, Rohri, Hyderabad, Larkana and Jacobabad surveys continued to be done throughout the year.

**General Remarks.**—The City Survey Maintenance staff in large towns earn sufficient revenue to pay its cost ; in smaller towns the staff is hardly self-supporting. To remedy this to some extent, two or more of the smaller towns are put in charge of one maintenance surveyor, some of his routine and non-technical work being transferred to Sub-Registrars according to convenience. Direct indexing in the Property Registers by Sub-Registrars is a convenient arrangement by which the Property Index ordinarily maintained in Sub-Registry offices can be dispensed with. The system is operating in certain towns in all the three Divisions.

The system of writing the Property Register on cards is being extended gradually to all city surveys in the Presidency.

## WASTE LANDS

The following table shows the area under cultivation in the Province :—

1927-28

(In thousands of acres)

| Division | Total culturable area | Occupied | Balance culturable waste |
|---|---|---|---|
| Northern .. .. .. .. | 4,921 | 4,477 | 444 |
| Central .. .. .. .. | 14,364 | 13,975 | 389 |
| Southern .. .. .. .. | 7,855 | 7,632 | 223 |
| Sind .. .. .. .. | 14,545 | 8,348 | 6,197 |
| Bombay Suburban .. .. .. | 33 | 24 | 9 |
| Total .. | 41,718 | 34,456 | 7,262 |

## CHAPTER III

## LAW AND JUSTICE

THE power of making laws "for the peace and good government of the Bombay Presidency" is vested in the Legislative Council of the Governor of Bombay. It consists of 114 members. The four members of the Executive Council are *ex-officio* members, and of the remaining 110, 86 are elected and 24 nominated. Of the nominated members not more than 16 may be officials. The elected members are elected as follows :—

| | Members |
|---|---|
| General constituencies— | |
| Muhammadan Rural .. .. .. | 22 |
| Muhammadan Urban .. .. .. | 5 |
| Non-Muhammadan Rural .. .. | 35 |
| Non-Muhammadan Urban .. .. | 11 |
| European .. .. .. .. | 2 |
| Special constituencies— | |
| Land-holders .. .. .. | 3 |
| Commerce and Industry .. .. | 7 |
| Bombay University .. .. .. | 1 |
| Total .. | 86 |

Of the members of the non-Muhammadan constituencies 7 must be Mahrattas.

All British subjects of either sex who are over the age of 21 years and possess the necessary property qualification are, subject to certain minor exceptions, entitled to vote in general constituencies. The Government of Bombay has also power to permit subjects of Indian States to be enrolled as electors. The property qualification is fixed by Rules under the Government of India Act and is based, in the case of land, upon the amount of land revenue, and in the case of houses upon the annual rental; in each case tenants as well as landholders are qualified to vote. Besides these, all income-tax payers and all retired soldiers of His Majesty's regular forces are enfranchised by the same Rules. A general election ordinarily takes place every three years. Before taking his seat every member must make an oath or affirmation of his allegiance to the Crown.

**Legislative.**—The extent of the power of the Council to make laws is defined by section 80-A of the Government of India Act. Generally it may make laws for the peace and good government of the territories constituting the Presidency of Bombay, but certain bills cannot be introduced without the previous sanction of the Governor General. The most important of these are—

(*a*) Bills imposing new taxes, except certain taxes specified in Rules made under the Act such as taxes on non-agricultural land and on amusements, succession duties and judicial stamp duties ;

(*b*) Bills affecting the public debt of India or any taxes, the proceeds of which go to the Government of India ;

(*c*) Bills affecting the navy, army or air force ;

(*d*) Bills affecting the relations of Government with foreign princes or states ;

(*e*) Bills regulating a " central " subject.

Central subjects are subjects of vital importance or subjects on which it is desirable that policy should be uniform throughout India. Some of the most important are external relations, defence of India, shipping, railways, posts and telegraphs, currency, civil and criminal law, commerce, all sources of all-India revenue and the all-India services. Again under section 80-C of the Government of India Act a bill affecting the public revenues of the province of Bombay or imposing any charge upon them, cannot be introduced without the previous sanction of the Governor.

## RESOLUTIONS AND QUESTIONS

After non-official bills and motions to amend Standing Orders have been disposed of, any member may during the remaining time allotted to non-official business move a resolution on a matter of general public interest. Fifteen clear days' notice of such resolution must be given before the date appointed for session of the Council.

Every resolution must be in the form of a specific recommendation to Government. The Governor may within the period of notice disallow a resolution or any part of a resolution on the ground that it cannot be moved without detriment to the public interest or that it relates to a matter which is not primarily the concern of the Local Government.

No resolution can be moved on any matter which affects the relations of Government with any foreign or Indian State, or relates to the internal administration of any Indian State, or which is *sub-judice*.

Questions for the purpose of obtaining information on a matter of public concern may be asked provided that 10 clear days' notice of the question is given. A question may be disallowed on any of the grounds on which a resolution on the subject might have been disallowed, and also on certain other grounds of which the most important are that it must not be in substance a suggestion for any particular action, nor ask for an expression of opinion.

## COURSE OF LEGISLATION

**Acts passed.**—In the period between the 1st of April 1927 and 31st of March 1928, eighteen Acts were passed by the Legislative Council of the Governor of Bombay, and, having received the assent of Their Excellencies the Governor and the Governor-General, became law.

The Acts were as follows :—

(1) Act No. III of 1927 (An Act further to amend the Bombay Rent [War Restrictions] Act, 1918) was passed with the object of removing certain doubts which had arisen as to the meaning of the expression " standard rent " in relation to certain class of premises. The Act, as originally passed, applied to all premises used wholly or principally as dwelling houses irrespective of the nature of their occupation. At the time of amending the original Act in 1918, no express definition was inserted of standard rent in relation to premises which were first let after the 10th day of April 1918, and doubts had been expressed that in the absence of such a provision section 2 of the Act did not apply to such premises. This amending Act was therefore passed to make good that omission so as to make it clear that the provisions of the Bombay Acts II and VII of 1918 applied to premises that were first let after the 10th of April 1918 also.

(2) Act No. IV of 1927 (An Act to amend the City of Bombay Improvement Trust, Transfer Act, 1925) was passed with the object of giving effect to the resolution of the Board of Trustees for the improvement of the City of Bombay that no fees be paid in respect of meetings of sub-committees.

(3) Act No. V of 1927 (An Act further to amend the City of Bombay Improvement Trust Transfer Act, 1925) was passed firstly, with the object of giving effect to the recommendation of the Board of Trustees for the Improvement of the City of Bombay that no fees should be paid to the members attending the meetings of the Improvements Committee, and secondly, to provide that after the expiry of the period mentioned in section 66 (2) of the Improvement Trust Transfer Act, 1925,

all references pending before the Tribunal of Appeal shall be transferred to the High Court on its Original Side and shall thereafter be dealt with by the High Court as nearly as may be in accordance with the provisions of that Act.

(4) Act No. VI of 1927 (An Act further to amend the Aden Civil and Criminal Justice Act, 1864) was passed mainly at the request of successive Residents of Aden who found that the growing importance of Aden as an important commercial centre with a population of 56,000 and the increasing complexity of the commercial cases which arose there, rendered it undesirable that the administration of justice in Aden should any longer continue to be entrusted to the military and political officers without any regular judicial training. The High Court was entirely in agreement with that view and had pressed it strongly upon Government on several occasions. The whole commercial community of Aden was also strongly in favour of the passing of the Act. This amending Act, however, preserved the Resident's jurisdiction as it was before, but afforded him relief from his judicial duties by giving Government power to appoint a Judicial Assistant to the Resident and to enable him to exercise in any case or class of cases referred to him, all powers exercised before by the Resident. Provision was also made for the creation of a Bar in the Aden Courts, for the enrolment of advocates, pleaders and attorneys and for their appearance on behalf of parties in all civil and criminal proceedings in the courts in Aden. Advantage was also taken of this amending Act to provide for the appointments of District Honorary, Special and Bench Magistrates being made in the future and to legalize all acts and orders done and made in the past by such magistrates, as the original Act contained no provision for their appointments, and although such appointments had sometimes been made in the past, Government were advised that those appointments were of doubtful legality.

(5) Act No. VII of 1927 (An Act further to amend the Deccan Agriculturists' Relief Act, 1879) was passed with the object of carrying out the suggestion by the Bombay High Court that the jurisdiction of village munsiffs should be increased to Rs. 25. That suggestion was also in accordance with the recommendation of the Civil Justice Committee. The limit of Rs. 10 was fixed as long ago as 1879, when the value of a rupee was much greater than it is at present, and it was moreover much lower than the limit fixed in other provinces.

(6) Act No. VIII of 1927 (An Act to amend the President's Salary Act, 1924) was passed with the object of making the President of the Bombay Legislative Council a full-time officer of the Council as it is in the interest of the public as well as the Council that the President should be a man free from other work and be able to devote his full time to Council work.

(7) Act No. IX of 1927 (An Act to amend certain enactments and to repeal certain other enactments) was passed mainly with the object of making necessary amendments of a formal nature in certain enactments and to repeal the Bombay Boiler Inspection (Amendment) Act, 1923, which had been rendered inoperative by India Act V of 1923, but had not been formally repealed.

(8) Act No. X of 1927 (An Act further to amend the Bombay Local Boards Act, 1923) was undertaken to meet certain difficulties which are experienced in the working of the District Local Boards Act, 1923, to clear up certain ambiguities in that Act and to give certain powers to the boards for the purpose of making their administration more efficient. The original Act provided that a president would carry on the duties of his office even after the expiry of his own term of office till a new president was elected, but it made no provision for the calling of a meeting for the election of the new president in case the retiring president failed or was unable to call such a meeting. This amending Act cured that defect.

Under the original Act, if a president or vice-president, resigned his office as president or vice-president, he *ipso facto* vacated his seat as a member also. But there might be cases in which presidents or vice-presidents may not care to continue as presidents or vice-presidents but may like to remain as ordinary members. The law, as it stood, was very hard upon them and therefore, in order to cure that defect it was provided by this amending Act that if presidents or vice-presidents resigned their seats as presidents or vice-presidents, they still continue as ordinary members. It was also provided that when the district local board is discussing any educational matter, the chairman of the school board or his nominee, whether he is or is not a member of the district local board, shall have the right to be present at the meeting.

Again, as the law stood, some difficulties were experienced in attaching to the budget, detailed estimates of work of repairs, and this was represented by many boards. Therefore the provision about the attaching of detailed estimates of work to the budget was dispensed with.

The local boards have also been given the power to construct and maintain telephone lines.

There was no provision in the original Act enabling local boards to remove obstructions and encroachments on roads vested in them. This amending Act provides for that power, which has been found very necessary. It also empowers the chairman and the administrative officer to sign cheques for the purpose of drawing money out of the local funds for the purpose of education.

In order to meet the wishes of the local boards, a provision has further been made under this amending Act by which Government can suspend, on the application of the board, the cess in part or whole, and it also empowers the boards to delegate the power to punish or dismiss an officer to their chief officers.

(9) Act No. XI of 1927 (An Act further to amend the Bombay District Police Act, 1890) was passed with the object of enabling the agents of the Society for the Prevention of Cruelty to Animals to be vested with the powers of a police officer in places to which the Bombay District Police Act, 1890, applied. In the City of Bombay the agents of the Society were invested with the powers of a police officer under section 9 of the City of Bombay Police Act, 1902, but there was no corresponding section in the Bombay District Police Act, 1890, under which the agents of the Society could be invested with similar powers. It was, therefore, proposed to insert a section in the Bombay District Police Act, 1890, similar to section 9 of the City of Bombay Police Act, 1902. Further in order to make the working of the Prevention of Cruelty to Animals Act practicable, offences under sections 3, 4, 5 and 6 of that Act were made cognizable by clause 4, which is based on section 33 (i) of the City of Bombay Police Act, 1902.

(10) Act No. XII of 1927 (An Act further to amend the Bombay City Municipalities Act, 1925) was rendered necessary owing to the fact that Act XVIII of 1925 contained no provision for the extension of the term of the municipalities in existence under the old Act. Act I of 1927 only partially remedied the defect by enabling the Government to extend it up to 31st December 1927. There existed no provision in the Act for extending the term of municipalities, whose election was held before June 1926 (when the new Act came into operation), but whose ordinary term expired after 31st December 1927. In view of the fact that no general election could be held in accordance with the rules framed under the old Act, and in view of the fact that the new rules would in

the ordinary course take a long time to come into operation on account of section 221 in the Act, it was necessary to pass this amending Act to prevent a dead-lock in the municipalities the extension of whose term had not been provided for by the amending Act of 1927.

(11) Act No. XIII of 1927 (An Act further to amend the Bombay Children Act, 1924) effected two small changes in the Act. After that Act had been in force for some time, it was suggested that the procedure of the Juvenile Court would be simplified if a proviso on the lines of proviso (*b*) to section 200 of the Code of Criminal Procedure, 1898, was added to section 7 (2) of the Act. It was also suggested that section 51 (1) (*a*) of the Act did not expressly provide for appeals against orders passed by a juvenile court in the city of Bombay as there was no district magistrate in the city of Bombay. The amending Act gave effect to these suggestions by making the necessary changes in the original Act.

(12) Act No. XIV of 1927 (An Act further to amend the Bombay Port Trust Act, 1879) was passed with the object of enabling the Port Trust to establish a special fund for welfare work for the benefit of their employees. It also enabled the Port Trust to establish other special funds with the sanction of Government and made a provision similar to that found in the Karachi Port Trust Act whereby the Port Trust was enabled to incur small expenditure not provided under section 49 with the previous sanction of Government.

(13) Act No. XV of 1927 (An Act to amend the Bombay Primary Education Act, 1923) was passed with the object of removing the doubts which had been expressed as to the power of a local authority to appoint the school board administrative officer under sub-section (1) of section 9 of the Act. It was contended that under the existing section a local authority could appoint a school board administrative officer only if a recommendation is made by a school board and that where such a recommendation was made, the local authority had no option but to accept it as binding. It was evident that such could not have been the intention of the legislature as it would leave the parent body, which was responsible for financing the school board, practically no voice in the matter. This amending Act, therefore, made it clear that the powers to appoint the school board administrative officer shall, subject to the approval of Government, be vested in the local authority alone and that while it shall be the duty

of a local authority to consider the suggestions, if any, of the school board before making the appointment of a school board administrative officer, the local authority shall not be bound to accept such suggestions.

(14) Act No. XVI of 1927 (An Act to amend the Mahul Creek [Extinguishment of Rights] Act, 1922) wasp assed with the object of giving effect to the original intention to extinguish rights of navigation only in the part of the Mahul Creek described in section 2 of Bombay Act IV of 1922. The words " tidal rights " occurring in the preamble and section 2 of that Act which were suggested in the provisional draft, however, remained till that Act was passed. This amending Act gave effect to the original intention by an amendment of the preamble and section 2 of that Act so as to extinguish rights of navigation in the creek only.

(15) Act No. XVII of 1927 (An Act to provide for the establishment and the better regulation of cotton markets in the Bombay Presidency) is based on the recommendations of the Indian Cotton Committee and on the Berar Cotton and Grain Markets Act, 1897. This Act applies to the whole of the Bombay Presidency except the city of Bombay and Aden. Power is taken by this Act to notify any place as a cotton market, the notification defining the limits of such market. Provision has also been made for local opinion being consulted before a cotton market is so established. The composition of the market committee, the management of the market and the conduct of the affairs of the cotton market are provided for by rules to be made under this Act. The market committee is also empowered to make by-laws to regulate business and the conditions of trading. Provision has also been made for disallowing trade allowances, and for penalties for violation of the substantive provisions of the Act and of the rules.

(16) Act No. I of 1928 (An Act further to amend the Indian Stamp [Bombay Amendment] Act, 1922) was passed to enhance the stamp fees in certain cases for the purpose of increasing the revenue of Government. It is to remain in operation for one year more.

(17) Act No. II of 1928 (An Act to amend the Court fees [Bombay Amendment] Act, 1926) was passed with the object of enhancing the court fees in certain cases for the purpose of increasing the revenue of Government. This Act is also to remain in operation for one year more.

(18) Act No. III of 1928 (An Act to provide for the grant of loans by Government to non-agriculturists for the relief of distress or other calamities and for the recovery of such loans) was passed with the object of enabling Government to advance loans for relief of distress caused by such calamities as the recent floods in Gujarat and Sind to persons whom loans could not be granted under the Agriculturists' Loans Act, 1884. It has been provided that such loans shall be recoverable expeditiously as arrears of land revenue without recourse to the civil courts. Provision has also been made to give retrospective effect to this Act so as to apply its provisions to loans granted since 1st August 1927 for the relief of distress caused by the floods in Gujarat and Sind.

**Bills.**—Of the nineteen Government Bills introduced in the Legislative Council during the period under report, eleven were passed into law, two were read for the first time and referred to Select Committees, one was read for the first time, three were merely published in the *Bombay Government Gazette*, one was dropped by Government, while one though it was read for the third time, did not become law during the period under report.

There were also twenty-four Private Bills, out of which Rao Bahadur R. R. Kale's Bill to amend the President's Salary Act, 1924, and Mr. B. G. Pahalajani's Bill further to amend the Bombay City Municipalities Act, 1925, became law. The remaining Private Bills reached the following stages :—

Mr. J. C. Swaminarayan's Bills further to amend the Bombay Local Boards Act, 1923, the Gujarat Talukdars' Act, 1888, and the Bombay City Municipalities Act, 1925, Mr. J. Addyman's Bill further to amend the Bombay Prevention of Gambling Act, 1887, Mr. R. S. Asavale's Bill further to amend the City of Bombay Municipal Act, 1888, and Mr. S. K. Bole's Bill further to amend the Bombay Municipal Act, 1888, were introduced but the motions for the first reading of these bills were lost. Mr. J. C. Swaminarayan's Bill further to amend the Bombay City Municipalities Act, 1925, Mr. R. G. Pradhan's Bill further to amend the President's Salary Act, 1924, and Rao Saheb D. R. Patil's Bill further to amend the Bombay Abkari Act, 1878, were withdrawn while 13 Bills were merely published in the *Bombay Government Gazette*.

In addition to the above Bills, notices of five private Bills were received from Honourable Members.

**Budget.**—The Budget was presented to the Council on 20th February 1928, and twelve days were allotted for the discussion of demands for grants. Cuts amounting to Rs. 52,200 were

made in the Budget as originally presented to the Council. There were three divisions, one of which was carried against Government.

**Standing Orders.**—Only one important amendment to the Standing Orders was passed by the Council by which at the end of Standing Order XI, 1, a clause was inserted requiring that copies of the Budget should be supplied to members at least seven days prior to the first of the days allotted for the general discussion of the Budget.

**Resolutions.**—Four resolutions were moved, out of which one was carried, one was lost, and one was talked out, while further consideration of the other was postponed. The resolution which was carried recommended to His Excellency the Governor in Council to take the necessary steps to bring to the notice of the Government of India the necessity of revising their decisions on the Textile Tariff Board's Report in the interests of this Presidency generally and of the large classes of people in particular whose well-being depends directly and indirectly on the cotton textile industry.

Five motions were moved by Government members. Of these, four were passed by the Council while one was carried after amendment.

During the year under report, condolatory references to the deaths of Lord Sinha, Sir Ramanbhai Nilkanth and Mr. Harchandrai Vishindas were made in the Council.

**Motions for adjournment of the House.**—There were two motions for the adjournment of the House to discuss definite matters of urgent public importance. Of these one was held out of order by the Honourable the President while in the case of the other the leave for adjournment was granted by the Council.

## ADMINISTRATION OF JUSTICE

**The High Court,** consisting of a Chief Justice and nine Puisne Judges, has both ordinary and extraordinary civil and criminal jurisdiction and exercises original and appellate functions. The appellate Judges of the High Court also supervise the administration of justice by Subordinate Civil and Criminal Courts. Ordinary original jurisdiction is exercised in matters both civil and criminal, which arise within the limits of the Town and Island of Bombay, but the High Court may in Civil cases remove and itself try any suit brought in any Court under its superintendence, and, in criminal cases, exercise jurisdiction over all persons residing in any place whose Courts are subject to the superintendence of the High Court.

JUDICIAL COURT, KARACHI—FRONT (WEST) VIEW

[*To face page 28*

**In the Mofussil,** the administration of civil justice is, in addition to the High Court and the Court of the Judicial Commissioner of Sind, entrusted to four grades of Courts, those of District and Assistant Judges and of two classes of officers styled, respectively, First and Second Class Subordinate Judges.

**The Small Causes Court.**—For the more easy recovery of small debts and demands, Courts invested with summary powers have been established in the City of Bombay and in Ahmedabad, Poona and Karachi. The Judges of the mofussil Small Causes Courts have jurisdiction in money suits within the towns where the Courts are situated up to Rs. 500 in value and their decisions are final, save in so far as they are subject to reference on points of law to the High Court or to the supervision of the High Court in its extraordinary jurisdiction. The jurisdiction of these Courts may be extended to Rs. 1,000 and they can also be invested with appellate jurisdiction. The Presidency Small Causes Court has cognisance in suits not exceeding Rs. 2,000 in value arising within the Island of Bombay.

**Criminal Courts.**—District and Assistant Judges under the title of Sessions Judges, Additional and Assistant Sessions Judges exercise criminal jurisdiction. But the executive district officers who in addition to their revenue duties are invested with magisterial powers, dispose of original criminal work to a great extent. There are under the provisions of the Criminal Procedure Code, in addition to the High Court, four grades of Criminal Courts—those of the Magistrates of the Third, Second and First Class respectively and the Courts of Sessions.

CIVIL AND CRIMINAL JUSTICE

## Bombay Presidency (Proper).*

**Sind.**—The Sind Judiciary exercises jurisdiction over an area of 46,506 square miles with a population of 3,279,377.

The number of offences reported and those returned as true during 1927 were 33,942 and 32,306 respectively, showing a decrease of 403 and 496 as compared with the figures of the preceding year. There was a corresponding decrease in the number of cases brought to trial from 34,132 to 33,484 and in the number of persons under trial from 54,731 to 54,004. The number of persons remaining under trial at the end of the year fell from 6,154 to 6,110. Out of 54,450 persons tried 23,147 were convicted, an increase of 23 over the previous year.

* Included in Chapter XIII.

Thirty-three persons were sentenced to death, 51 to transportation, 3,846 to imprisonment, 18,411 to fine, 164 to whipping and 1,094 were ordered to furnish security. The total amount of fines realised during 1927 was Rs. 2·54 lakhs as against Rs. 2·57 lakhs in 1926.

The number of offences affecting life and attempts at such offences rose from 241 to 274 in the year under report.

The number of civil suits instituted in Sind during 1927 was 34,418 as against 30,226 in 1926, the total value amounting to Rs. 154⅓ lakhs. The number of suits pending at the close of the year was 9,486 as against 8,727 in the previous year.

The total receipts of all the Courts amounted to Rs. 10·93 lakhs and the total charges to Rs. 14·18 lakhs during the year under report, disclosing a deficit of Rs. 3¼ lakhs. The deficit, as in 1925 and in 1926, was mainly due to the fact that the cost of the new Judicial Court buildings at Karachi is debited against receipts.

## REGISTRATION

The total number of registrations slightly declined from 301,902 in 1926 to 298,913 in 1927 or by 1 per cent. The decrease was shared by all the districts except Thana in the Northern Division and Poona, Ahmednagar, Satara, West Khandesh and Nasik in the Central Division. The decrease in Ahmedabad, Broach and Kaira was ascribed by the Inspector General of Registration to the floods, in Surat it was attributed to depression in trade and growing confidence in the Records of Rights, in Ahmednagar to failure of the cotton crop in 1926, in West Khandesh to depression in trade and in Nasik to an unfavourable season and the tightness of the money market. In Sind the increase was general and was attributed to the prospect of the early completion of the Barrage works (Hyderabad), failure of crops (Sukkur), business activities (Larkana), transactions of the Zamindari Co-operative Bank (Thar and Parkar), and the tightness of the money market (Nawabshah). In Bijapur it was ascribed to good crops and in Dharwar to the failure of the crops. In Bombay the increase of 67 documents is insignificant. "It is thus clear" says the Inspector General of Registration "that no one knows the real causes of increases and decreases in the volume of transactions: opposite effects are attributed to the same cause. My own conviction is that the volume of currency is the main factor: and for years India has been slowly reducing that volume: but we cannot expect absolute uniformity in the movement in all places at the same time."

Documents relating to immovable property declined from 295,070 in 1926 to 292,011 or by 1·03 per cent. The average value per transaction was Rs. 1,110 against Rs. 1,098 in 1926, but the average value per transaction in Bombay City declined from Rs. 23,750 in 1926 to Rs. 23,482 in 1927. From this it is inferred that " deflation " is now nearly complete and the tide has almost ceased to ebb. Documents relating to movable property increased from 4,611 to 4,861 in 1927 or by 4·7 per cent.

Sales show a slight decrease of 366 or of ·27 per cent. and mortgages have also declined by 2,039 or by 2 per cent.

The photo-copying system has been working far more satisfactorily since the substitution of the " Film Process " for the " Blue Print Process." It is a simple process, requiring cheap chemicals and a small staff, but with all this the output is greater. The public is far better satisfied with the present sulphide prints than with the smaller blue prints.

The gross income declined from Rs. 12,37,000 to Rs. 12,01,000 or by 2·9 per cent. and the total pro-forma expenditure from Rs. 7,52,000 to Rs. 7,38,000 or by 1·7 per cent.

## JOINT STOCK COMPANIES

The number of companies registered during the year was 74 as compared with 67 in the previous year. Of these, 68 were limited by shares—28 public and 40 private companies—and six limited by Guarantee, possessing no share capital. " The figures show .continued trade depression " says the Registrar of Companies " and call for little comment. It is to be noticed that the number of private companies registered is maintained this year, the majority (25) being classed as " Trading, Others." These are mostly small trading concerns having general powers but established as export and import merchants. The registration of 11 new Cotton Mill Companies might cause surprise in the present depressed condition of the cotton trade, but the explanation is that the new companies were incorporated on the financial reorganisation of existing concerns." The paid up capital of Companies registered in the Presidency again fell below Rs. 100 crores.

The total number of companies working at the close of the year was 852 as against 851 during the previous year. Of these 528 were public, 279 private share capital companies and the remaining 45 were companies limited by guarantee and possessing no share capital. 148 old companies increased their authorised, subscribed and paid up capital during the year while 33 old

companies reduced their capital. The aggregate authorised, subscribed and paid up capital of all companies at the close of the year was Rs. 193½ crores, Rs. 116 crores and Rs. 100 crores respectively. 22 companies incorporated outside British India established their places of business in this Presidency during the year as compared with 14 in the preceding year, and eight closed their offices.

Forty-seven societies were registered under the Societies Registration Act, XXI of 1860, as against 29 in the past year.

The number of documents of various classes registered during the year was 3,134 as against 3,219 in the preceding year.

The revenue from fees and sale of forms amounted to Rs. 35,200 and the expenditure to Rs. 36,000.

## CHAPTER IV

# POLICE AND CRIME

THE Police force consists of two distinct bodies, the stipendiary and the village police. The stipendiary force is divided into grades, the members of which beginning as Constables on a monthly pay of Rs. 19 in Southern Division, Rs. 20 in Northern and Central Divisions and Rs. 21 in Sind have the opportunity of becoming Head Constables, Sub-Inspectors, Inspectors and even Deputy Superintendents. In the mofussil—

the Sub-Inspector has charge of the Police Station,

the Inspector has charge of a Circle comprising several Police Stations or a large Town, and

an Assistant Superintendent of Police or a Deputy Superintendent has charge of a Sub-Division of a District.

The pay of a Sub-Inspector ranges from Rs. 75 to Rs. 160 and that of an Inspector from Rs. 180 to Rs. 300 per mensem. The whole staff of the Police Prosecuting Inspectors and Sub-Inspectors is now designated as "Police Prosecutors" and their pay ranges from Rs. 90 to Rs. 400 per mensem. The pay of a Deputy Superintendent of Police ranges from Rs. 200 to Rs. 800 per mensem.

It is not the purpose of Government to give the stipendiary police a regular military character, and a portion only are armed, and to them are allotted the duties of guarding jails and lock-ups and the escort of prisoners and treasure. The more purely police functions are discharged equally by members of the armed and of the unarmed branches of the force.

The proportion of police to area and population of the different portions of the Presidency varies greatly, being determined by a consideration of the nature of the country, the density and character of the population, and the neighbourhood of Indian States.

In the Northern Range there is one policeman to every 4·01 square miles and to 731 inhabitants.

In the Southern Range 1 to 5·37 square miles and to 934 inhabitants.

In Sind 1 to 9·53 square miles and to 631 inhabitants. Of the total police force, excluding officers, 1,177 were mounted.

For the purpose of control in the Presidency proper the whole force is under the Inspector-General of Police, who is assisted by three Deputy Inspectors-General of Police. Certain administrative powers have, however, been reserved to the Commissioners of Divisions.

The executive management of the police in each district is vested, under the general direction of the Magistrate of the District, in a Superintendent of Police, who is assisted by a Deputy Superintendent, and has in some cases one or more Assistant Superintendents under him.

**Railway Police.**—A special police organization exists in connection with the railways of this Presidency—the North-Western which traverses Sind, the B. B. & C. I., the G. I. P. and the M. & S. M. Railways. The police employed along these lines of rail are under the supervision of three Superintendents. The Railway Police form a distinct body quite independent of the Police of the districts in which they serve, but their pay and prospects are identical with those of the District Police. Since the year 1919 the cost of the " Crime and Order Police " is wholly debited to the Provincial Revenues and that of the " Watch and Ward Staff " is borne by Railway Administrations.

**Criminal Investigation Department.**—In addition to the police attached to individual districts there exists a special organization for the detection of crime called the Criminal Investigation Department, which includes the Finger Print Bureau and is under the immediate control of a Deputy Inspector-General of Police. The Criminal Investigation Department, in co-operation with the Police of other provinces, is employed in the prevention of the spread of serious crime, in the investigation into crime having ramifications over several jurisdictions and in the pursuit of criminals. The Finger Print Bureau has been working satisfactorily since its establishment in 1901.

MOFUSSIL AND SIND POLICE

" The outstanding feature of the year was that the total of reported cognizable crime rose by 355 cases in the year as compared with the figure for the previous year. The figure for the year was the highest during the last quinquennium. Except for Gujarat, where certain districts were visited by heavy floods, conditions in all parts of the Presidency proper were generally favourable and there was no apparent reason why the incidence of crime should have risen, despite the

adjustments effected in Hubli to ensure the correct registration of crime which accounted for a drop of some 500 cases. If reported crime rises in spite of the restriction of patrolling to a minimum and of reductions in the facilities for reporting, it is only reasonable to assume that the rise in actual crime is appreciably greater." . The Inspector-General of Police, Bombay Presidency, thus sums up the salient features of the year in his annual report for the year 1927.

" The Police are, primarily, an organization for the prevention and detection of crime ; the regulation of traffic, the killing of stray dogs, the service of summonses in non-cognizable cases are ' frills.' The time will come, unless the ravages on the Departmental till cease, when we shall have to sacrifice non-essential duties, employ our traffic men on prevention and detection of crime and allow the pariah-dog to be fruitful and multiply unchecked."

The year was noticeable for the acute communal tension existing between the Muhammadans and the Hindus in many parts of the Presidency. This was responsible for riots, more or less serious, at Sholapur, Surat, Ahmedabad, Mehmedabad (Kaira District), Faizpur (East Khandesh District), and Kharepatan (Ratnagiri District).

The riot at Sholapur was of a serious nature, resulting in the death of five persons. Friction throughout the year remained so acute that it was necessary to draft in extra Police from other districts whenever there was any important religious procession to be taken out. The prospects of restoring peace between the two communities remained so remote that the only alternative was to entertain additional Police at the cost of the persons concerned.

The year will long be remembered in certain parts of the Presidency proper and Sind for the disastrous floods which overtook them. The Districts chiefly affected in the Presidency proper were Ahmedabad, Kaira and Broach. High floods, accompanied by heavy storms, caused serious loss of human lives, of cattle and of property. Urban and rural areas suffered alike and general distress was acute, for the crops were seriously damaged, thousands of houses collapsed, whole villages were washed away and Telegraphic, Postal and Railway communications entirely suspended for some days. The Police rose to the occasion and rendered signal service in rescuing people from fallen houses and in taking food to those who were cut off. After the floods had subsided, they were on duty for long hours, carrying relief to marooned villagers, and

at a later stage they undertook the unpleasant task of disposing of the carcases of cattle destroyed by the floods which threatened to cause an epidemic. Several individual cases of gallantry were reported.

The total number of cognizable and non-cognizable offences reported to the Police during the year was 144,802 as against 136,512 in 1926 an increase of 8,290 cases under all classes. Taking the Indian Penal Code and Class VI cases separately—both cognizable and non-cognizable—there was an increase of 2,204 cases under the former and of 6,086 under the latter, as compared with the figures of the previous year.

Comparing cognizable and non-cognizable crime separately with the figures for 1926, the total number of cognizable cases dealt with by the Police *suo motu* as well as by Magistrates direct, during the year under report totalled 51,863 as against 50,074—an increase of 1,789. The non-cognizable crime stood at 92,939 as against 86,438 in 1926—an increase of 6,501.

The total number of offences during the year under report was the highest during the last quinquennium. A detailed examination of the figures indicates that non-cognizable crime is primarily responsible for this rise. In 1921 it stood at 63,507 whereas it rose to 92,939 during the year under report—an increase of 29,432 cases. As pointed out in 1925, these offences are not directly the concern of the Police but are dealt with entirely by the magistracy, and the Inspector-General of Police states that he is not in a position to offer any useful criticism of the position. It would seem, however, to call for careful examination, and such an examination would be welcome, for the incidence of non-cognizable crime has a very definite reaction upon the Police. Firstly, the time of the Magistrates is so taken up that inordinate delay occurs in the disposal of cognizable cases; secondly the Police are required to serve summonses in non-cognizable cases; and, lastly, a proportion of these cases are referred to the Police for investigation. "I need not point out," continues the Inspector-General of Police, "that a heavy increase in non-cognizable crime acts as a drain upon our greatly reduced grants for travelling allowance and other contingent items, and ties up a number of men in serving summonses, who can ill be spared from the decimated strength of their Police Stations."

The cognizable crime reported to the Police under the Indian Penal Code (Classes I to V) for the year under report totalled 32,652 against 32,550 during the preceding year, while

the totals of all reported cognizable crime (Classes* I to VI) rose from 40,393 to 40,748.

Districts which show a marked increase in reported crime under the Indian Penal Code are Upper Sind Frontier (206), Belgaum (178), Ahmednagar (169), East Khandesh (154), Sholapur (126), Broach (103), Thar and Parkar (102), Bombay Suburban District (90) and the Panch Mahals (86).

The number of cases reported under the more important heads of crime was 23,785 as against 23,839 in 1926. These figures would indicate that there was a decrease of 54 cases, but examining the figures collectively, the fluctuations in the number of murders, attempts at murder, dacoities and robberies are practically negligible. Sholapur was conspicuous by the heaviest rise in the number of murders, *viz.*, from 13 in 1926 to 38 in 1927, the last riot being responsible for five murders.

A statement showing the incidence, per thousand of the population, of cognizable crime reported under the Indian Penal Code and of the principal classes of serious crime for 1927 is attached to the report. Similar statistics in respect of other provinces for 1927 are not available. Taking the figures for 1926, the incidence per thousand of the population of cognizable crime reported in the year 1925-26 under classes I to V stood as under :—

| | | | |
|---|---|---|---|
| Burma | .. 4·06 | Bengal | .. 1·21 |
| Punjab | .. 1·84 | Bihar and Orissa | .. 1·09 |
| Bombay | .. 1·79 | Madras | .. 1·04 |
| United Provinces | .. 1·62 | | |

Turning to the incidence of crime for the year under report in the Presidency, inclusive of Sind, the incidence of total reported cognizable crime under the Indian Penal Code per thousand of the population was 1·80 as against 1·78 for 1926. The ratio of incidence between the Presidency and Sind was 1·45 for the former and 3·39 for the latter in 1927 as against 1·43 and 3·51 respectively in 1926. The total serious crime stood at 1·06 for the Presidency proper and 2·45 for Sind in 1927 as against 1·05 and 2·49 respectively in the previous year.

*Class I*—Offences against the State, Tranquillity, Safety and Justice such as those relating to Army and Navy, Coin, Stamps, Currency Notes, etc.

*Class II*—Connotes serious offences against the person, *i.e.*, murder, culpable homicide, rape, unnatural offence, kidnapping, hurt, grievous hurt, etc.

*Class III*—Serious offences against person and property or against property only, *i.e.*, dacoity, robbery, mischief, house-breaking, house-trespass, etc.

*Class IV*—Minor offences against the person such as wrongful restraint and confinement, rash act, compulsory labour.

*Class V*—Minor offences against property, including theft, criminal breach of trust, cheating, receiving stolen property.

*Class VI*—Offences under Special and Local Laws, against religion, etc.

In the Presidency proper, the Bombay Suburban District continued to be the most criminal district (6·06) and Ratnagiri the least (·45). In Sind the corresponding districts were again the Karachi Headquarters (7·30) and Thar Parkar (2·22).

The number of cases excluded as false or due to mistakes of law or fact was 9,533 as against 8,657 in 1926, and the percentage of cases so excluded to cases for disposal stood at 19·79 against 18·18 in 1926.

Of the 9,533 cases excluded 1,416 were classed as maliciously false as against 1,360 in the previous year—an increase of 56 cases. Prosecutions for maliciously false cases were undertaken in 324 cases during 1927, of which 129 ended in conviction and 115 were pending at the close of the year. The total amount of compensation awarded during the year for vexatious complaints was Rs. 8,426 as against Rs. 6,606 in the year before. "It is gratifying to note" says the Inspector-General of Police "that with the increase in the number of maliciously false cases, there was some increase both in the number of cases in which the provisions of section 250, Criminal Procedure Code, were applied, as also in the amount of compensation awarded.

Eliminating "Excluded" and "Pending" cases, real cognizable crime disposed of during the year amounted to 31,329 cases as against 31,709 in 1926—a decrease of 380 cases.

Examining the details of the more important heads of crime disposed of, it is seen that the total number of murders decreased from 463 in 1926 to 445 in the year under report. Under dacoities, there was a decrease of 17 cases, *viz.*, from 156 to 139. True robberies fell from 412 to 381, burglaries from 7,310 to 7,085, and true thefts from 10,591 to 10,419.

The total number of undetected cases during the year under report was 10,982 as against 11,040 in 1926. Out of 19,207 cases decided by trial 17,450 ended in conviction as against 17,240 out of 19,372 cases tried in 1926. The percentage of cases convicted to those tried was 90·85 as against 88·99 in the year before under all classes.

Including pending cases, offences under special and local laws dealt with by the Police numbered 8,555 in 1927 against 8,048 in the previous year.

The total number of persons arrested by the police *suo motu* was 39,598 against 39,742 in 1926. Inclusive of cases pending from the previous year, the total number of persons for disposal was 48,624 as compared with 48,287 in 1926. Persons released

without being brought to trial numbered 828 as against 812 in 1926. Of the 48,624 persons for disposal 37,976 were tried during the year of whom 23,489 were convicted, giving a percentage of 61·85 on the total tried against 62·69 in 1926.

The number of persons concerned in non-cognizable cases who appeared before the courts during the year was 146,163 against 131,081 in the preceding year. Of these 104,954 were placed on trial ending in a conviction of 67,116, so that 63·94 per cent. of those tried were convicted.

The value of property stolen during 1927 in connexion with cognizable crime was Rs. 16,20,900 against Rs. 17,72,100 in 1926. The value of property recovered was Rs. 5,55,500 as compared with Rs. 6,41,400 in 1926. The percentage of property recovered to property stolen was 37·02 in 1927 against 39·35 in the previous year.

The number of persons proceeded against under ' Preventive action ' dropped from 3,563 to 3,174 in the year under report—a decrease of 389.

During the year under report 4,308 out of 23,489 persons convicted were identified as having been previously convicted, and 1,080 were classed as ' habitual offenders.'

The sanctioned strength of Police in the Presidency, including Sind and the Railways but exclusive of the Dangs, stood at 1,071 officers and 22,266 men against 1,090 officers and 22,319 men in 1926. The total cost of the Police for the financial year 1927-28, inclusive of the clerical staff, amounted to Rs. 132·50 lakhs as against Rs. 134·34 lakhs in 1926-27—a net decrease of Rs. 1·84 lakhs. The reduction in expenditure was generally due to retrenchment necessitated by the lump cut made by Government under the head " District Executive Force ".

The proportion of Police to area, population and cognizable crime investigated was one policeman to 5·69 square miles, 2·49 railway miles, 776 persons and 1·71 cognizable crime investigated, as against 1 to 5·67 square miles, 2·37 railway miles, 773 persons and 1·68 cognizable crime investigated in the year before.

BOMBAY CITY POLICE

" Cognizable and non-cognizable cases reported during the year numbered 136,619 against 138,675 in 1926," said the Commissioner of Police, Bombay, in his annual report for the year 1927. There was, on the whole, a decrease of 2,056 cases as compared with the figures of 1926. The total number of cognizable cases of all classes reported to the police during the year was 95,254 against 95,314 in 1926. Including cases pending

from the previous year there were in all 96,085 cases for disposal during the year under report against 96,523 in 1926.

There was a small increase of 374 cases under the Indian Penal Code. Dacoities increased from two to nine, robberies from 81 to 93, house-breaking from 1,363 to 1,635, and rioting from 8 to 26, while thefts dropped slightly from 4,349 to 4,338. Compared with the year 1926, cases under the local Acts have been almost stationary, there being a decrease of 434 cases. It is disappointing to have to record an increase in the number of serious offences against property, but towards the end of the year and the beginning of the present year, several old criminals and returned deportees were rounded up and there has been a welcome drop in this class of crime.

Of all classes of cases 94,511 were classified as true. Of these 86,914 resulted in conviction, giving a percentage of 91·96 as compared with 93·65 in 1926. Under the Indian Penal Code the number of cases classified as true was 7,927 and of these 3,065 resulted in conviction, while true cases under local Acts were 86,584 of which 83,849 ended in conviction giving a percentage of 96·84. The percentage of true cases to cases reported stands at 98·36.

The total number of cases of all classes remaining undetected at the end of the year was 3,779 against 3,393 in 1926. The percentage of non-detection works out to 3·93 against 3·52.

There were 65 cases of murder and attempted murder including 14 cases pending from previous years against 58 in 1926 and 67 in 1925. Of these, 27 ended in conviction, seven in acquittal, 13 remained undetected (including five infanticide cases), one was declared to be a mistake of facts, and 14 were pending at the close of the year. There were 15 cases of culpable homicide, of which 10 ended in conviction. Of the 51 murders and attempted murders, the victims in 30 cases were males, in 10 females, in one a child and in one case the victims were a male and a female. The remaining nine were cases of infanticide. The motive of crime in 13 cases was jealousy, in 4 cases gain and in one case to escape from police custody. Of the remaining cases, in four the motive could not be ascertained and in the others the crime was due to quarrels, insanity, etc.

Action was taken against 959 professional beggars under the provisions of section 121 of the Bombay City Police Act, while 37 beggars were deported. As pointed out last year no headway can be made by the police in dealing with beggars until some comprehensive scheme is devised for dealing with the beggar problem in the City.

The introduction of the Bombay Children Act and of the Bombay Prevention of Prostitution Act has served to reduce to a considerable extent the number of minors residing in brothels. This is all the more satisfactory since it has only been possible as yet to sanction a very small special staff for working the provisions of these Acts. One hundred and nineteen prostitutes and brothel-keepers were served with notices under the Bombay Children Act. These notices concerned 139 children. Seven of these were removed from custody of their guardians and sent to certified schools by the Juvenile Court. Under the Prevention of Prostitution Act, in all seven cases were taken up, two under section 5 for living on the earnings of prostitutes, two for procuring girls for prostitution and three for importing girls into Bombay for prostitution. Of these, four ended in conviction, one in acquittal and two were pending at the close of the year.

The total number of direct Magisterial cognizable cases was 20,059 against 19,498 in 1926. Of these 18,600 ended in conviction yielding a percentage of 92·23.

During the year under report 96,294 persons were arrested by the police. Of these 90,366 were convicted. The percentage thus stands at 92·64 against 94·65 in 1926.

The total value of property alleged to have been stolen in police cognizable cases amounted to Rs. 10,74,000 as compared with Rs. 17,25,000 in the previous year. The total value of property recovered was Rs. 2·75 lakhs which gave a recovery percentage of 25·55 as compared with 57·92 in 1926. The amount of property stolen is the lowest since 1916. The recovery percentage for the year 1926, *viz.*, 57·92 was exceptionally high. As pointed out in the previous report, that was mainly due to nearly the whole of the stolen property in two important cases of criminal breach of trust having been recovered. An analysis of the figures for the year 1927 showed that the amount of property stolen under thefts and robberies of all kinds was Rs. 7,57,000 and the amount recovered Rs. 2,18,000 giving a percentage of 28·84 which is the highest since the year 1919. The amount stolen in criminal breach of trust cases was Rs. 3,17,000 and the amount recovered was Rs. 56,000, giving a percentage of 17·69. Five thousand seven hundred and forty-three cases of thefts of all classes were investigated by the police of which 2,055 were successful. Not counting the cases still under investigation, the police were successful in 12 per cent. of the dacoity cases, 35 per cent. of the robbery cases, 20 per cent. of the house-breaking cases and 42 per cent. of the theft cases.

The total number of motor vehicles running in Bombay City was approximately 10,000 including 780 motor lorries. During the year under review, 3,170 cars, 228 cycles and 50 heavy motor vehicles were registered. There were 2,439 motor accidents or 463 more than in the previous year. Seventy-eight persons were killed and 2,309 persons were injured in street accidents as compared with 77 killed and 2,324 injured in the previous year.

There were 20 industrial strikes in Bombay City during the year. There was little political excitement till towards the end of the year when various meetings were held to protest against the composition of the Simon Commission and to challenge its powers to frame a constitution for India.

The usual religious festivals passed off peacefully and without incident. There was, it is true, a quarrel between some Sikhs and Muhammadans in February in connection with a Sikh procession which, it was alleged, had played music in front of certain mosques. Several Sikhs were injured and one was killed, and the mob which had collected on this occasion had to be dispersed by the police. As the Police were stoned, the order was given to fire and one member of the crowd was killed. The fact however that both the Sikh and Muhammadan leaders whole-heartedly co-operated with the Police on this occasion shows that the situation was firmly and tactfully handled.

The Commissioner of Police emphasizes the delay caused in the disposal of many cases in the courts. The Chief Presidency Magistrate attributes this delay mainly to the inadequate number of magistrates. "But whatever the reason may be," says the Commissioner of Police, "whether it is the fault of the prosecution or of the defence or whether it is the inadequate number of magistrates, the complaint is one that requires attention in the interest of the administration of justice. I am told by many citizens that the delay in dealing with private cases is even greater than it is in police cases. From information supplied to me by police stations, I see that in 1927 there were 49 cases which took six months or longer to reach a decision."

The total permanent strength of the Force at the end of the year was 3,764 as compared with 3,832 last year. At the same time there has been a welcome reduction in the number of casualties which have fallen from 330 to 247. This is partly due to the small number of dismissals which totalled only 22 as compared with 42 last year and 50 the year before. In all, 170 officers and men were punished departmentally as compared with 517 in 1926, but this abnormal drop must be ascribed mainly

to the fact that warnings and minor punishments have now been eliminated in accordance with instructions already issued by Government on this point.

There has been a very considerable improvement in the health of the Force. The number of officers and men treated at the Northcote Police Hospital fell from 5,479 in 1926 to 3,549 during the year under review and the daily average number of Indian officers and men on the sick list was 46·48 as against 60·85. The total cost of the police was Rs. 33·32 lakhs.

## VILLAGE POLICE

Under the provisions of Bombay Act VIII of 1867 the village police are, subject to the control and direction of the Commissioner, administered by the different District Magistrates. It is their special duty to prevent crime and public nuisances and to detect and arrest offenders within village limits. They are not stipendiary, but receive perquisites from the inhabitants of the village or rent-free lands or small sums of money from Government. In each village the village police are under the charge of the police patel, who is often, but by no means always the person performing the duties of revenue patel. His duties as police patel are to furnish the Magistrate of the district with any returns or information called for, and to keep him constantly informed as to the state of crime and all matters connected with the village police and the health and general condition of the community in his village. Under a form of administration which preserves the village as the unit of collection in revenue matters, the institution of village police naturally holds an important place.

There are no village police in Sind, but in their place village or taluka trackers (paggis) are employed.

The Village Police rendered special assistance in 373 cases during the year, as against 421 in the preceding year. Three hundred and forty-one village policemen were rewarded as against 414 in 1926. Of these, 133 were rewarded by the grant of good service tickets and swords and the remainder by money rewards amounting in all to Rs. 2,766. On the other hand, 520 village policemen were reported for neglect of duty against 636 in 1926. Of the former, 477 were punished departmentally and 63, who were concerned in the commission of crime, were prosecuted, of whom 42 were convicted.

"It is discouraging to notice," says the Inspector General of Police, "that the number of village policemen who rendered special assistance to the police dropped from 421 to 373 in the

year. So much has been said in the past by various officers on the subject of the inefficiency of the Village Police and of the absence of any sense of responsibility in Police matters, that it is unnecessary for me to say more. I can only hope that the statistics for next year will, as the result of the orders issued by Government, show some improvement."

## ADEN POLICE

The total number of officers and men of the Police was 322 of whom 12 were mounted. Only 90 were literate. The expenditure on the force was Rs. 1,99,000 of which Rs. 1,34,000 was borne by Government and the remainder by the Aden Settlement and the Port Trust. Out of 249 persons concerned in 338 offences and sent up for trial 163 were convicted, 85 discharged and one died. The percentage of convictions was 62·93 as compared with 67·52 in the preceding year. The value of property stolen during the year amounted to Rs. 18,900 of which property worth Rs. 7,100 was recovered. The conduct of the police in general was good. Sixty persons were deported to Somaliland and 46 to the interior of Arabia at the expense of the Settlement, while 11 persons were deported to India, Marseilles, and other places at Government's expense.

## GOVERNMENT MALE AND FEMALE WORKHOUSES

By the European Vagrancy Act of 1874 a person of European extraction (which does not include "those commonly known as Eurasians or East Indians") found asking for alms or wandering about without any employment or visible means of subsistence is a "vagrant" and may be required by a police officer to appear before a Magistrate. If the latter thinks that the vagrant is not likely to obtain employment he sends him to a Government Workhouse known as the Working Men's Hostel, where he is kept. If the Magistrate is of opinion that the vagrant is likely to get employment in any other place in India he may at his discretion forward the vagrant to such a place.

If after a lapse of a reasonable time in a workhouse no suitable employment is obtainable for the vagrant, the local Government may cause him to be removed from British India at Government expense or may release him.

Penalties are provided by the Act for refusal to go before a Magistrate, for quitting the workhouse without leave, etc., two years' imprisonment being the maximum penalty for the latter offence.

The Government Male Workhouse is now administered by the Salvation Army, which receives a grant from Government. Destitute Europeans may go voluntarily to the King Edward's Home which is managed by the Salvation Army and also receives a grant from Government.

The total number of inmates at the end of the year 1927 was 96 out of which 81 were newly admitted during the year under report. The total cost was Rs. 11,284 as against Rs. 10,238 in the previous year. The average daily population during the year was 24 and the average cost per head was Rs. 470-2-8 as against Rs. 568-12-6 for 1926.

Fifteen vagrants deserted the Workhouse during the year. The maximum period of residence of an inmate who left the Hostel was 416 days. One inmate died at the St. George's Hospital.

There were two female vagrants in the Female Workhouse during the year. They remained till 31st December 1927. The total cost of their maintenance amounted to Rs. 364-4-8.

## Bombay Jails

According to the administration report of the Bombay Jail Department for the year 1927 the average daily population of all jails was 12,979 against 12,829 in the preceding year. The number of convicted prisoners was 24,288 against 24,609, while the under-trial prisoners numbered 68,653 against 72,769. While the number of prisoners received into jails in the Presidency proper showed a decline, the contrary was the case in the Sind prisons, where the figures continue to rise year by year. The number admitted in 1927 was 7,025 against 6,822 in 1926 and 5,867 in 1925.

Admissions of Europeans and Anglo-Indians fell from 136 in 1926 to 46 in 1927. The percentage of literate prisoners increased from 14 per cent. to 18 per cent. of the total admissions.

Thirty-five prisoners under 16 years of age were admitted as compared with 70 in 1925 and 57 in 1926. The reduction in the number of admissions of very young offenders is no doubt partly due to the operation of the Children's Act, which was brought into force in the City of Bombay in May 1927. It is also possible that most courts are beginning to realize the undesirability of sending juveniles to jail when this can possibly be avoided. Two hundred and eight male prisoners were admitted into the Dharwar Juvenile Jail during the year under report. The total number of male youths between the ages of 16 and 21 who were sent to prison fell from 2,075 in 1926 to 1,617

in 1927. Thirty-three per cent. of this number was received into the Bombay City Jails as against 46 per cent. in the previous year. "Until a Borstal Act is passed, young offenders above the Reformatory age cannot be adequately dealt with," says the Inspector General of Prisons. "At present those with criminal tendencies and associations are usually awarded short sentences which render them ineligible for admission to the Dharwar Juvenile Jail and in any case give insufficient time to attempt reformation. Such youths return to jail over and over again and many of them ultimately become hopeless recidivists. An attempt is being made to reform some of these youths at Yeravda Central Prison where an entirely separate section has been set apart for their accommodation. Here they receive physical and moral training and literary instruction, but the period of incarceration is usually too short for the permanent reformation of habitual criminals to be hoped for." The Inspector General suggests that for dealing with juvenile offenders there should be

(*a*) Children's Courts and reformatories for those under 16 years old.

(*b*) A Borstal Institution for the reformation of those between 16 and 21 years of age who have criminal tendencies and associations.

(*c*) A Juvenile Jail or Juvenile Sections of ordinary Jails where an offender who has committed a crime of passion not indicating any criminal tendency would be sent to undergo the punishment awarded by the Court.

(*d*) A Habitual Juvenile Jail or habitual juvenile section of an ordinary Jail where recidivists who had already been in a Reformatory or Borstal Institution would undergo their sentences and where a further effort should be made to reclaim them.

There was a very marked reduction in the number of admissions of habitual offenders, which fell from 4,932 in 1926 to 3,527 in 1927. This great improvement was probably due to the further expansion of the system whereby habitual prisoners are transferred prior to release to the prison or Sub-Jail nearest their homes and so can be kept under more efficient police supervision. At present the Nasik Road Central Prison is being specially reserved for habitual prisoners. The provision of separate jails for this class is essential as it is not possible in ordinary prisons to segregate them satisfactorily from casual offenders though every effort is made to effect this.

## DISCIPLINE

The policy of fostering industry and good behaviour by rewards instead of by the infliction of punishment, made marked progress during the year, and there were 13,089 occasions of special remissions of sentences as compared with 11,789 in 1926.

## HEALTH

The sick rate and death rate in jails showed a decline during the year. The average daily number of sick was 232 against 243 in the preceding year showing a sick rate of 17·9 against 19·0 per thousand. The death rate per thousand was 8·6 against 10·3. This is for the second year in succession, the lowest recorded death rate in the jails of any province in 1927, and it constitutes a record in this Presidency. In a few prisons overcrowding still continues. When the Nasik Road Central Prison is completed there will normally be no overcrowding in any of the larger jails in Presidency Proper and some relief may also be afforded to the Sind Jails by transfers to the Presidency.

## INDUSTRIES AND LABOUR

The daily average number of prisoners sentenced to labour was 10,308. The average cash earnings of each prisoner sentenced to labour were Rs. 29-12-0 as compared with Rs. 32-2-0 in the year 1926, and the average earnings per prisoner actually employed on Jail manufactures were Rs. 60-9-0 as against Rs. 68-8-0 in the preceding year.

The average net profit per prisoner sentenced to labour was Rs. 25-0-8 and per prisoner employed on manufactures Rs. 50-15-0. The total net profit realized by jails was Rs. 2½ lakhs against Rs. 2¾ lakhs in 1926. The fall in profits was due to reduction in the numbers employed in the Yeravda Prison Press, completion of the Visapur Dam, and difficulty in finding profitable employment for prisoners in the Sind Convict Gang.

The total cost of guarding and maintaining prisoners in 1927 was Rs. 18·43 lakhs giving an average of Rs. 142-10-9 per head. The average cost of feeding the prisoners was Rs. 60-1-6 a head. Establishment and dietary charges account for 79 per cent. of the cost of maintaining prisoners.

The Bombay Released Prisoners' Aid Society continued to be active during the year. It assisted 417 released prisoners, of whom 97 were admitted into the hostel at Agripada and employment was found for 52.

Arrangements have now been made for regular moral and religious instruction to prisoners—usually on Sundays—at nearly all the large prisons, the only important exception being Belgaum Central Prison.

## Criminal Tribes

According to the annual Report of the Criminal Tribes Settlement Officer for the Bombay Presidency there were 9,519 persons in all the settlements in the year 1927-28 as against 9,577 in the previous year. Although the numbers appear to be approximately the same, over 900 probationers had their places taken by new-comers of more criminal tendencies. The population of Free Colonies attached to Settlement, totalled 3,261. These colonies are being organized on a permanent basis in order to assist those desirous of continuing their regular employment in the localities to which they have become accustomed.

During the year 257 registered settlers and their 677 dependants, making a total of 934 in all, were discharged from settlements on probation. Their records were thoroughly examined by the Settlement Officer, and fit persons, with no convictions for years past and of good conduct, were put on parole. Against this number of 934 released on probation, some 13 registered and their 30 dependants who had been previously discharged were recalled to settlement routine, either for having committed offences or for having failed to abide by the conditions of their temporary freedom. "The system of discharge on probation in this country," says the Criminal Tribes Settlement Officer, "must necessarily be a gamble between the sound and the unsound, but the number recalled in comparison with the number sent on probation is not at all discouraging. Their recall also becomes known and creates much effect amongst the others both inside and outside the settlements."

The work of visiting settlers on probation at regular intervals was systematically organized during the year, and a separate staff was spared for this work. The villages of the probationers were visited and enquiries made on the spot as regards their welfare and employment.

### EMPLOYMENT

The elimination of a large number from settlements proper did not however solve the problem of finding work for their successors, although the rains of 1927 were better than those of the year 1926, because on the one hand employers of labour

were satisfied to retain the proved material in preference to the stranger and on the other hand there would be no choice for the newly discharged but reversion to crime if his means of earning were to be taken away from him and given to those who had come in his place. It was, therefore, necessary to find new fields of labour, so two new settlements were opened, which not only employed all the surplus labour of the existing settlements but also accommodated the new arrivals from Bombay City, Kaira and elsewhere.

The spinning and weaving mills, workshops and factories, which always take the majority of settlers, were the chief source of employment, and a large number obtained steady wages throughout the year. Settlers in the Railway Workshops at Hubli increased from 196 in 1926 to 222 in 1927, and in the Mill from 304 in 1926 to 345 in 1927. Other slight increases were also noticed at Gokak Falls and the Ambernath Match Factory.

The Carpentry Workshops attached to some of the settlements worked very satisfactorily wherever there were sufficient orders to keep them busy, but expensive wood in the hands of unskilled or only partly trained workers would always keep any profits at a low margin. The Criminal Tribes Settlements now manufacture tables, chairs, presses, cupboards, chests of drawers, carpets, rugs, towels, sheets, dhurries, etc., which are mostly bought by local merchants and resold by them at a profit.

## HEALTH

The health of the settlers continued on a high standard, and only a few epidemics took place in these settlements; Cholera in Hubli and Khanapur caused 9 and 5 deaths respectively; Small-pox in Kalyanpur caused 10 deaths.

Births in the various settlements and attached Free Colonies returned a total of 663, and there were 333 deaths. The annual birth rate is 51 and death rate is 26 per thousand.

## EDUCATION

The education of boys and girls is the chief method adopted for the reformation of Criminal Tribes Children. Attendance of both boys and girls up to the age of 13 years and for all children working as half-timers in the mills is compulsory. Boys attend night schools up to the age of 18 years. Out of 9,519 in the settlements proper, the numbers attending day school and night school were 1,941 and 302 respectively; and out of 3,261 in the Free Colonies, the numbers attending day school and night

school were 403 and 112 respectively. Thus the proportion of children attending day and night schools per thousand of the population was 235·6 for settlements proper and 157·9 for the Free Colonies. Manual training in woodworking, tinwork, weaving, tailoring and agriculture is also given to 446 children along with their elementary education. In Sholapur Settlement 31 girls are being taught weaving, and in Baramati Settlement 10 girls are being taught knitting and lacework.

Boys who have left school are being given training in various trades. 23 are taught masonry, 66 carpentry, 8 tailoring, 5 agriculture, 4 weaving, 2 printing and 10 electrical works.

Interest in scouting continues. Settlement Boy Scouts were represented at the All-India Jamboree held in Bombay in December 1927. The total number of scouts is 822 and of Girl Guides 311.

### CONVICTIONS AND ABSCONDERS

There were 166 cases of conviction and absconding involving 212 settlers as compared with last year's figures of 147 cases involving 225 settlers. More settlers were prosecuted for absconding whose cases in the previous years were dealt with departmentally. The absconders were generally those newly committed to the settlements. They had never been accustomed to regular work, and they absconded a few weeks after their advent.

### SPECIAL ESTABLISHMENTS

The Women's Home in Hubli, the only institution of its kind, accepted 27 as against 34 of last year, while 24 as against 32 were discharged. At the close of the year, 12 were remaining in the Home and four were absconding.

The Children's Home and Hostels established at Baramati, Sholapur, Bijapur and Hubli closed the year under report with 94 inmates as against 109 of last year.

The total expenditure incurred in connection with the Criminal Tribes Settlements amounted to Rs. 2,95,000.

# CHAPTER V

## AGRICULTURE, WEATHER AND CROPS

THE agricultural season of 1927-28 may, on the whole, be described as fairly good. It was, however, characterised by certain outstanding features, some of which were favourable and some detrimental to the healthy development of the crops, in different parts of the Bombay Presidency proper. Discussing the facts of the season as consecutive links in a chain, it can be said that the season had an auspicious beginning and the good anti-monsoon showers, received in many parts in the south of the Presidency, facilitated preparatory tillage in those areas. The rains in June gave sufficient moisture to commence *kharif* sowings in most parts of the Presidency, except in North Gujarat and the eastern parts of the Deccan and Karnatak, where they were only light. In July, however, unprecedentedly heavy rains in North Gujarat and Kathiawar produced floods which caused considerable damage to stock and property, and in some cases whole fields of young crops, especially in the low-lying areas, were destroyed. At the same time, a serious deficiency of rain in the south-east of the Presidency checked further *kharif* sowings, and the crops that had been already sown and had germinated were withering. Except in the two tracts mentioned and also South Gujarat, where rain was badly needed for rice, conditions were generally satisfactory almost everywhere in the Presidency. From the beginning of August to the middle of September, the rainfall was much below the average. This reacted differently in different tracts according to the nature of the preceding rain. Thus in North Gujarat, it proved a definite boon, as it enabled the cultivators to resow the flooded areas with suitable crops; in the south-east of the Presidency it was the cause of further deterioration in the withering *kharif* crops while in the rest of the Presidency, the crops were simply surviving on the strength of previous moisture, and they badly required immediate good rains. A rather serious attack of grass-hoppers was also experienced in the Deccan and Karnatak, from Nasik down to Dharwar, which further aggravated the situation. Very luckily, the anxiously awaited rain came during the last week of September and this continued in the first half

of October. It indeed proved to be the turning point in the fortunes of the Season, especially in the Deccan and Karnatak, where it not only revived the withering crops, but it also checked the grass-hopper attack, which had assumed a serious aspect in places. Fairly heavy and widespread rain was received in November which, though it spoiled the ripe *kharif* crops, rather seriously in places, proved on the whole very opportune and beneficial to the young rabi crops. Rains in February and March were injurious to the *rabi* crops ready for harvest or lying cut in the threshing yards, especially in the Karnatak, where cotton was spoiled to a considerable extent.

In Sind, the unfavourable inundation of the river, excessive July rains, locusts and frost in January had very prejudicial effects on the development of both the *kharif* and *rabi* crops, so that their yield, in most places, was very much below the normal.

**Area under cultivation.**—In the Bombay Presidency proper, the gross cropped area expanded by 794,000 acres. The most noticeable increase (+495,000 acres) occurred in the Deccan, excepting East Khandesh, due to the favourable rains, which encouraged extensive cultivation in most parts of the Division, and in the Karnatak (+172,000 acres) due to generally sufficient rains, late in the season, which gave an impetus to *rabi* sowings on a very large scale. Gujarat, (+88,000 acres) except Ahmedabad, and Konkan (+39,000 acres) also contributed to the increase. In the Ahmedabad district, however, there was a slight decrease (—14,000 acres) due to excessive rains and floods during the last week of July.

**The area cropped twice** showed an extension of 250,000 acres in the Bombay Presidency proper, the increase being shared by all the Divisions except the Konkan. It was specially marked in the Deccan, where the double cropped area advanced by 160,000 acres, due to the abundant rains of the season which left ample moisture in the soil for a second crop to be taken on the same land. The same cause brought about an extension, though to a much less extent, in Gujarat (+68,000 acres) and in the Karnatak (+38,000 acres).

**The net cropped area** advanced by 544,000 acres in the Bombay Presidency proper.

In Sind, the gross cropped area, and the net cropped area decreased by 70,000 acres and 96,000 acres respectively due to the late and low inundation of the river, but the area cropped more than once showed an increase of 26,000 acres, mostly in Thar and Parkar (+15,000 acres) and Hyderabad (+9,000 acres) on account of excessive rains in July.

JOWAR GROWN WITHOUT BUNDING

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## *Cultivated and Uncultivated Area*

(Area in thousands of acres)

| Details | Bombay Presidency proper | | | Sind | | |
|---|---|---|---|---|---|---|
| | 1927-28 | 1926-27 | Increase (+) or decrease (—) per cent. | 1927-28 | 1926-27 | Increase (+) or decrease (—) per cent. |
| *A—Cultivated Area* | Acres | Acres | Per cent. | Acres | Acres | Per cent. |
| Gross cropped area .. | 29,006 | 28,212 | + 2·8 | 4,583 | 4,653 | —1·5 |
| Area cropped more than once .. | 915 | 665 | +37·6 | 402 | 376 | +6·9 |
| Net area cropped .. | 28,091 | 27,547 | + 2·0 | 4,181 | 4,277 | —2·3 |
| Current fallows .. | 5,452 | 5,958 | — 9·3 | 5,318 | 5,186 | +2·5 |
| Assessed .. .. | 33,342 | 33,344 | .... | 8,831 | 8,811 | +0·2 |
| Unassessed .. | 201 | 161 | +24·8 | 668 | 652 | +2·5 |
| Total cultivated area .. | 33,543 | 33,505 | + 0·1 | 9,499 | 9,463 | +0·4 |
| *B—Uncultivated Area* | | | | | | |
| Available for cultivation (Culturable waste) .. | 890 | 1,098 | —23·4 | 5,936 | 5,967 | —0·5 |
| Not available for cultivation. Forest | 8,516 | 8,524 | — 0·1 | 743 | 739 | +0·5 |
| Not available for cultivation. Others | 5,775 | 5,608 | + 3·0 | 13,992 | 13,996 | .... |
| Total uncultivated area .. | 15,181 | 15,230 | — 0·3 | 20,671 | 20,702 | —0·1 |
| Total area .. | 48,724 | 48,735 | .... | 30,170 | 30,165 | .... |

### NATURE OF THE CROPS

About two-thirds of the cultivated area of the Presidency is devoted to growing food-stuffs, jowar, bajri, rice, wheat and gram being the most important crops. Cotton is the largest non-food crop.

In the Bombay Presidency proper, the area under *food-crops* advanced by 204,000 acres or 1·0 per cent. over the previous year and by 494,000 acres or 2·5 per cent. as compared with the average. Among the *kharif* crops, bajri showed a decline of 23,000 acres below the previous year, partly through the fear of grass-hopper attack in the Deccan and partly owing to excessive July rains in North Gujarat ; while rice showed an expansion of 42,000 acres due to favourable rains. Among the *rabi* crops, jowar showed a set-back of 187,000 acres, due to the unsuitability of the rains for this crop, while wheat and gram showed an advance of 147,000 acres and 112,000 acres respectively over the previous year owing to the favourable late rains of the season

in most parts of the Presidency. The area under sugarcane remained almost stationary.

The area under *non-food crops* expanded by 590,000 acres or 7·0 per cent. over the previous year and by 1,593,000 acres or 21·4 per cent. as compared with the average. The most noticeable increase was under cotton (+347,000 acres) and groundnut (+138,000 acres) due to the popularity of these crops, as they find a ready market and fetch good prices.

The net result of these variations in the food and non-food crops was an increase of 794,000 acres or 2·8 per cent. over the total cropped area of the previous year and of 2,087,000 acres or 7·8 per cent. as compared with the average.

In Sind, with the exception of rice and bajri which advanced by 102,000 acres and 12,000 acres respectively over the previous year, the area under almost all the crops, both food and non-food showed a general set-back of 70,000 acres below the previous year due to deficient water supply on account of late and low inundation and premature and rapid fall of the river.

## *Cropped Area*

(Area in thousands of acres)

| Crops | Bombay Presidency proper | | | Sind | | |
|---|---|---|---|---|---|---|
| | 1926-27 | 1927-28 | Percentage increase (+) or decrease (−) Area in 1926-27 | 1926-27 | 1927-28 | Percentage increase (+) or decrease (−) Area in 1926-27 |
| *I—Food Crops* | | | | | | |
| (*a*) Cereals and pulses | | | | | | |
| Jowari .. | 7,407 | 7,220 | − 2·5 | 628 | 602 | − 4·1 |
| Bajri .. .. | 4,613 | 4,590 | − 0·5 | 1,123 | 1,135 | + 1·1 |
| Rice .. .. | 1,971 | 2,013 | + 2·1 | 1,036 | 1,138 | + 9·8 |
| Wheat .. | 1,332 | 1,479 | +11·0 | 470 | 396 | −15·8 |
| Gram .. .. | 460 | 572 | +24·3 | 217 | 168 | −22·6 |
| Others .. | 3,684 | 3,842 | + 4·3 | 308 | 315 | + 2·3 |
| Total cereals and pulses.. | 19,467 | 19,716 | + 1·3 | 3,782 | 3,754 | − 0·7 |
| (*b*) Sugarcane .. | 66 | 65 | − 1·5 | 3 | 3 | .. |
| (*c*) Other food crops* .. | 232 | 188 | −19·0 | 44 | 50 | +13·6 |
| Total Food Crops .. | 19,765 | 19,969 | + 1·0 | 3,829 | 3,807 | − 0·6 |

* These include fruits and vegetables and miscellaneous food crops.

JOWAR GROWN WITH BUNDING

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(Area in thousands of acres)

| rops | Bombay Presidency proper | | | Sind | | |
|---|---|---|---|---|---|---|
| | 1926-27 | 1927-28 | Percentage increase (+) or decrease (—) Area in 1926-27 | 1926-27 | 1927-28 | Percentage increase (+) or decrease (—) Area in 1926-27 |
| *II—Non-food Crops* | | | | | | |
| (*a*) Tobacco .. | 101 | 116 | +14·8 | 8 | 8 | .. |
| (*b*) Oilseeds .. | 1,219 | 1,443 | +18·4 | 336 | 312 | — 7·1 |
| (*c*) Cotton .. .. | 4,264 | 4,611 | + 8·1 | 326 | 265 | —18·7 |
| (*d*) Other non-food crops* | 2,863 | 2,867 | + 0·1 | 154 | 191 | +24·0 |
| Total Non-food Crops .. | 8,447 | 9,037 | +7·0 | 824 | 776 | — 5·8 |
| Total Crops .. | 28,212 | 29,006 | +2·8 | 4,653 | 4,583 | — 1·5 |

* These include ' condiments and spices,' ' dyes ' drugs and narcotics excluding tobacco which has been separately noted, fodder and miscellaneous non-food crops.

Variations in the principal crops were as follows :—

**Jowar and Bajri.**—The area under *jowar* (chiefly *rabi*) showed a considerable set-back of 211,000 acres and 679,000 acres respectively below the previous year and the normal in the Bombay Presidency, a decrease being shared by all the Divisions. The area under *bajri* was 11,000 acres less than the previous year, though it advanced by 457,000 acres over the normal. It showed a slight improvement in the Deccan and Karnatak, but a marked decline in North Gujarat, due to the excessive rains and floods in July.

**Rice.**—The area under rice, in the Bombay Presidency proper, increased by 42,000 acres or by 2·1 per cent. over the previous year, the chief increase being shared by North Gujarat (+23,000 acres) and the Deccan (+19,000 acres), due to the favourable rains at the time of sowing. There was also a slight increase in the Karnatak (+5,000 acres) against which there was a similar decrease in the Konkan (—4,000 acres), where more area was put under *rabi* in the Ratnagiri district.

In Sind, the area under the crop expanded by 102,000 acres or 9·8 per cent. as compared with the previous year, the increase

being contributed by Larkana (+54,000 acres), Upper Sind Frontier (+32,000 acres) and Sukkur (+19,000 acres) under the incentive of the high prices fetched by this grain as compared with other food grains.

**Wheat.**—In the Bombay Presidency proper, the area under wheat extended by 147,000 acres or 11·0 per cent. over the previous year. The most marked increase occurred in the Deccan (+154,000 acres).

In Sind, the area under the crop declined by 74,000 acres or by 15·8 per cent. below the previous year owing to the premature fall in the river.

**Oil-seeds.**—The area under oilseeds, in the Bombay Presidency proper, expanded by 214,000 acres or 18·4 per cent. over the previous year, and by 561,000 acres or 63·6 per cent. when compared with the average.

In Sind, on the other hand, the area under oilseeds was less by 24,000 acres, or 7·1 per cent. below the previous year and by 45,000 acres or 12·6 per cent. as compared with the average.

**Groundnut.**—The crop is becoming more and more popular with the cultivators every year. The area under the crop showed a substantial increase in the Deccan (+94,000 acres) and the Karnatak (+42,000 acres).

**Cotton.**—The cultivation of cotton showed an extension of 347,000 acres or 8·1 per cent. over the previous year owing to the high prices fetched by cotton in recent years and the favourable rains at the time of sowing in most parts of the Presidency. The increase in area was general, but was most noticeable in the Deccan (+205,000 acres), the Karnatak (+73,000 acres) and Gujarat (+70,000 acres).

In Sind, on the other hand, there was a decline of 61,000 acres, mostly in the Thar Parkar and Nawabshah districts as a result of the unfavourable inundation of the river.

**Sugarcane.**—The area under this crop remained almost stationary both in the Bombay Presidency proper (65,000 acres) and in Sind (3,000 acres).

**Tobacco.**—The area under this crop increased by 15,000 acres or 14·8 per cent. over the previous year in the Bombay Presidency proper, most of the increase occurring in the Kaira and Satara districts.

In Sind, the area under tobacco remained almost the same (8,000 acres), as last year.

GODAVARI CANAL—NEW VARIETY OF CANE

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## *Irrigated Area*

In the Bombay Presidency proper, the area irrigated showed a decline of 58,000 acres or 5·7 per cent. below the previous year, having declined from 1,023,000 acres in the last year to 965,000 acres during the year under report. Almost the whole of the decline occurred in the Deccan where, owing to the favourable character of the season, less necessity was felt to resort to irrigation sources.

In Sind also, the irrigated area contracted by 130,000 acres or 4·2 per cent. from 3,113,000 acres during the previous year to 2,983,000 acres during the year under review, as a result of the unfavourable inundation of the river.

(Area in thousands of acres)

| Details | Bombay Presidency proper | | | Sind | | |
|---|---|---|---|---|---|---|
| | 1926-27 | 1927-28 | Increase (+) or decrease (—) per cent | 1926-27 | 1927-28 | Increase (+) or decrease (—) per cent |
| *A—Area Irrigated* | Acres | Acres | | Acres | Acres | |
| Irrigated from Government canals .. | 295 | 210 | —28·8 | 2,958 | 2,837 | — 4·1 |
| Irrigated from Private canals .. .. | 55 | 84 | +52·7 | 8 | 11 | +37·5 |
| Irrigated from Wells .. | 498 | 513 | + 3·0 | 43 | 55 | +27·9 |
| Irrigated from Tanks .. | 140 | 105 | —25·0 | .. | 2 | .. |
| Irrigated from other sources .. .. | 35 | 53 | +51·4 | 104 | 78 | —25·0 |
| Total A—Area Irrigated.. | 1,023 | 965 | — 5·7 | 3,113 | 2,983 | — 4·2 |
| *B—Crops Irrigated* | | | | | | |
| Rice .. .. | 192 | 190 | — 1·0 | 1,036 | 1,139 | + 9·9 |
| Wheat .. .. | 144 | 176 | +22·2 | 284 | 247 | —13·0 |
| Barley .. .. | 10 | 12 | +20·0 | 8 | 8 | .. |
| Jowari .. .. | 222 | 201 | — 9·4 | 506 | 461 | — 8·9 |
| Bajri .. .. | 64 | 49 | —23·4 | 550 | 572 | + 4·0 |
| Maize .. .. | 24 | 21 | —12·5 | 3 | 3 | .. |
| Other cereals and pulses . | 92 | 87 | — 5·4 | 184 | 157 | —14·7 |
| Sugarcane .. .. | 66 | 64 | — 2·0 | 3 | 3 | .. |
| Other food crops .. | 145 | 134 | — 7·6 | 67 | 64 | — 4·5 |
| Cotton .. .. | 30 | 24 | —20·0 | 324 | 265 | —18·2 |
| Other non-food crops .. | 140 | 146 | + 4·3 | 265 | 191 | —27·9 |
| Total B—Crops Irrigated.. | 1,129 | 1,104 | — 2·2 | 3,230 | 3,110 | — 5·5 |

*Note.*—The difference in totals A and B is due to the inclusion in the latter of the area cropped more than once.

## *Outturn of Crops*

(Outturn in tons of Food-grain Crops)

| Division | Area in thousands of acres | | | Outturn in thousands of tons | | |
|---|---|---|---|---|---|---|
| | 1925-26 | 1926-27 | 1927-28 | 1925-26 | 1926-27 | 1927-28 |
| | Acres | Acres | Acres | Tons | Tons | Tons |
| Gujarat .. .. | 1,798 | 2,549 | 2,486 | 440 | 759 | 674 |
| Deccan .. .. | 10,219 | 10,748 | 10,980 | 1,757 | 1,956 | 2,366 |
| Karnatak .. .. | 4,451 | 4,619 | 4,643 | 816 | 720 | 889 |
| Konkan .. .. | 1,499 | 1,551 | 1,607 | 624 | 663 | 710 |
| Total Bombay Presidency proper .. .. | 17,967 | 19,467 | 19,716 | 3,637 | 4,098 | 4,639 |
| Sind .. .. | 3,528 | 3,782 | 3,754 | 809 | 904 | 811 |
| Grand Total .. | 21,495 | 23,249 | 23,470 | 4,446 | 5,002 | 5,450 |

While the area under food-grains in the Bombay Presidency proper expanded by 1·3 per cent. the outturn increased by as much as 13·2 per cent. as compared with the previous year, thus depicting the general favourable character of the season during the year under report.

In Sind, on the other hand, as a result of the late rise and early fall of the river, the area under food-grains curtailed by 0·7 per cent. while the outturn decreased by as much as 10·3 per cent. below the previous year.

# DEPARTMENT OF AGRICULTURE

### AGRICULTURAL RESEARCH AND ITS APPLICATION

The Department of Agriculture is in a position to render substantial assistance to the agricultural public in a number of directions, and this help is limited only by the comparatively small size of its organisation. The principal forms of assistance that can be given are enumerated below—

**Seed.**—As a result of the Botanical Research carried out upon the principal crops of the Presidency, the Department has been successful in finding or evolving a number of superior varieties and strains of Rice, Wheat, Jawar, Bajri, Cotton, Groundnuts, Sugarcane, Tobacco and other crops, but before the public can benefit from such work it is necessary to devise machinery for the multiplication and distribution of the seed.

Special attention has been given to the organization of the supply of improved cotton and rice seeds. As regards cotton, it has been found that the Department, with the aid of its own and private seed farms, can develop and control a new variety up to the stage when it occupies from 5,000 to 10,000 acres of land. Beyond this area it has been found essential to pass the work on to some other organisation. Thus in the Karnatak an improved variety of cotton (Dharwar I) has been spread and controlled up to 300,000 acres through the Hubli Co-operative Cotton Sale Society. Everything, however, ultimately depends upon financing the cultivator while his crop is still growing, and it is here that Co-operative Agency is apt to break down. This has been the experience of the Hubli Society, which was compelled to contract its activities in the year under report to 144,120 acres. Similarly the area sown with the improved variety of Dharwar-American cotton (known as Gadag I) under Co-operative control, was 49,500 acres in the year under report. In South Gujarat, Co-operative agency has not developed to the same extent, but a special organisation has succeeded in controlling about 11,856 acres, sown with Hybrid 1027 A.L.F. in the year under report while the uncontrolled area reached 428,514 acres. In Khandesh more reliance has been placed in the Taluka Development Associations, and the area, sown with the improved variety known as N. R. Cotton, in the year under report, is estimated at 14,785 acres, whilst a beginning has been made with the distribution of a superior spinning variety with an area of 4,000 acres. In the Deccan Canals tract the Department has been popularizing cotton cultivation and in the year under report about 14,000 acres were sown with N. R. cotton.

In Sind the area sown with the improved Deshi variety of cotton, known as 27 W. N., was 50,149 acres and that sown with the Punjab-American strain, known as 4F, was 23,908 acres. Turning to rice, the system adopted in the North Konkan is to distribute departmentally controlled seed to a different group of villages each year, and allow natural spread to take place. In the year under report 125,000 lbs. of the improved Kolumba Rice No. 42 sufficient to sow 3,500 acres were so distributed. The superiority in point of yield of this strain over the common types grown was 20 per cent. Another improved strain has been found suitable for high-lying areas in Thana District, where 11,700 lbs. of seed was distributed. Many other improved strains were in process of evolution at Karjat, and steps are being taken to provide " fine " varieties for certain

Talukas (e.g. Wada, Mahim and Talukas in North Thana) which are suitable for growing superior rices.

Similar work was in progress on a smaller scale with the other cereals, particularly with wheat in Sind.

**Groundnuts** constitute the most important kharif oil seed, and remarkable progress has been made with the introduction of early varieties, like Spanish peanut, which mature on the rainfall and do not require irrigation. This is very largely an export crop, and exporters demand purity; hence the Department is making special efforts to ensure the cultivation of pure varieties.

The improved *Tobacco* strain evolved at Nadiad, continued to give great satisfaction, and the area under it is being expanded in the district. The Department is also giving special attention to assisting Irrigators to take up tobacco cultivation on the Deccan Canals, where a greater diversity of cropping is wanted.

## INSECTS AND OTHER AGRICULTURAL PESTS

Besides the usual pests, restricted to various tracts and localities, the wingless grass-hoppers in the Deccan and the North-West Locusts in Sind were the important features during the year under report.

The Deccan Wingless grass-hoppers (Colemania sphenarioides) appear to have gained more ground during the year and were reported to have spread as far as Nasik in the north and Dharwar in the south. Excepting the coastal districts and Khandesh they appeared in almost all districts of the Karnatak and the Deccan, including the Kolhapur, Sangli, Miraj, Kurundwad and Bhor States.

Usually these grass-hoppers confine their attention to the Kharif, Bajri and Jowar crops, but this year they were observed feeding on cotton, groundnut and rabi crops in the Dharwar and Nasik areas.

The usual methods of bagging the hoppers were demonstrated and were adopted in time at several places. A new method of entrapping very young grass-hoppers by dragging a tin sheet (the upper surface smeared with coal tar) over low crops was also successfully tried and demonstrated in some parts of the Bijapur district. Both these methods have their limitations and the results are being keenly watched.

**Locusts.**—Compared with the depredations of the N. E. Locusts last year, their attack in the year under report was mild. Their peregrinations seemed confined to Sind, especially some talukas of the Karachi district, but they no longer visited Gujarat

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and Kathiawar. They were first noticed on June 1st, 1927 in Karachi district and continued to remain in that area until February 4th, 1928 when they disappeared.

Among other pests the Army worms (Girphis unipuncta and C. loreyi) on Bajri and Jowar are becoming more virulent year after year in Poona and Satara districts. They make their appearance in June, remain active until November and then disappear until the following June.

The second important pest is Aphis on vegetable lucern and other crops. This is controlled in the end by three predators, but the damage done by it in the earlier stages has to be stopped by contact poisons such as Kerosine emulsion.

The three principal borers responsible for damage to Jowar stems are (1) the Anthomyiad Fly, (2) Chilo simplex and (3) Sesamia inference.

The pest is carried over from one season to the other (1) the stubbles and (2) Kadbi stalks in the stacks. If the stubbles are ploughed and left exposed to heat, the hibernating larvae of Chilo simplex are killed. Control in the second case is difficult and experiments on a large field scale have been started.

**Lac Culture.**—(Tachardia Lacca). The propagation of Lac is steadily increasing in the forests of the Northern Circle and the technique of Lac inoculation was explained to officers of the Forest Department.

**Cattle Improvement and Shows.**—The improving of certain breeds bred on Government farms was continued throughout the year, and further progress has been made.

This Presidency now has seven Government Farms carrying out such work, and there are two Gowshalas subsidized by Government doing the same work. Two Taluka Development Associations and several Co-operating Societies are further extending the work by using pedigree bulls bred on Government farms on selected cows of the breed best suited to the areas in which they are located.

Vigorous propaganda is being carried out to do away with the scrub bull in villages, and to use pedigree bulls of known breeding, which Government offer on a very liberal premium system. There are now 99 bulls receiving the Premium offered, of which 50 were given out this year. Over and above this, there are a number of pedigree bulls working, whose tenure of the Premium has expired. The demand is greater than the finance available for this scheme will provide.

A new system of propaganda by lectures, illustrated with the aid of magic lantern has proved successful.

The Presidency Show, the District Show and the Taluka Show have proved successful and are fairly well patronized by cattle breeders. The cattle shown are improving and the attendance is increasing year by year. Poultry farming is taking on very well; at a Show held in Poona there were shown 180 odd birds of 8 different breeds by 23 different breeders. It has been taken up by farmers as a subsidiary to agriculture, as well as by the working classes.

Owing to disease, sheep breeding experiments in villages made little progress. Twelve imported cross-bred Merino rams only lived for a few months, but their progeny, although small in number, were a distinct improvement on the female parent.

**Bunding—Field Embankments.**—There is probably no agricultural improvement of greater value, in many parts of the Presidency, than bunding. This is particularly true of the East Deccan and Karnatak. In these tracts the practice of bunding is an old one, but the manner in which the Department of Agriculture can render special service is in advising the people how to choose the correct alignment for their bunds and how to construct them, with special reference to the waste weirs. Government have appointed an Officer of the Public Works Department to deal with comparatively large schemes of land development, and the Agricultural Department concentrates on small schemes such as are undertaken by a single cultivator. There are now three whole-time graduate assistants employed on the work, and their services are in great demand.

**Well-boring.**—The Department has for many years undertaken the boring of wells in all parts of the Presidency, and in the year under report 307 bores were undertaken of which 178 were successful.

**Horticulture.**—The work of the Horticultural Section is now widely appreciated throughout the Presidency and substantial progress is being made with the improvement of fruits and vegetables.

**Implements and Machinery.**—Irrigators are now paying much more attention to machinery than they did a few years ago. The Power Crushing mill and the Oil Engine are becoming quite common, as may be judged from the fact that there are 52 power crushing plants on the Deccan Canals.

The Department is also assisting local enterprise in developing tractor cultivation. In the year under report the Department

placed a new tractor and outfit at the disposal of the West Khandesh District and contributed half the cost of the purchase of a tractor by the Bijapur anti-famine Institute.

## PROPAGANDA AND ORGANISATION

Several new forms of propaganda were introduced or developed during the course of the year, of which the special classes for adults, lasting for a few weeks, are perhaps the most significant. For some years the Department has been running a special sugarcane class at Manjri for a period of about three weeks during the crushing season, and in the year under report this class was conducted at Baramati with very satisfactory results. It was attended by 50 cultivators and six officers of the Irrigation Department. Similarly, the Agricultural Engineer has been conducting a special class for the training of men in the arrangement and running of simple machinery such as oil engines, and 14 cultivators took advantage of this class. A further development of this type of instruction has been the special horticultural classes held in Satara and Surat Districts, which were attended by about one hundred adults and school boys.

The most interesting development as regards Shows has been the holding of one of them at an important market. The Horticulturist organised a Mango Show at the Crawford Market, Bombay, in May (11th and 12th) which was attended by some 16,000 persons and proved very popular among professional mango growers.

A large District Show was held at Ahmednagar and was very successful, due largely to the effective demonstration of improved methods of cultivation. Altogether there were 28 shows and 781 organised demonstrations held all over the Presidency during the year under report.

The Divisional Boards of Agriculture have continued to do useful work in guiding agricultural propaganda and controlling the activities of the Taluka Development Associations. In Satara District agricultural propaganda has been taken over by the District Local Board, which controls the work of all the Taluka Development Associations. For this purpose the Department has lent the Board a trained staff of agricultural officers to give the system a thorough trial.

The Collector of Bijapur has organised an anti-famine Institute which aims at organising the whole district for agricultural improvement through the medium of village officers, and this Department is giving the Institute every assistance.

## RESEARCH

Most of the activities of the Department have their source in successful research work, and investigations are in progress relating to the circumstances governing the natural additions of nitrogen to the soil and the best methods of conserving moisture in the scanty rainfall tracts.

A great deal of attention is being bestowed upon the improvement of crops through Botanical Research and selection and hybridization has resulted in a large number of improved strains of rice, cotton, wheat, jowar, bajri and tobacco being evolved. The improvement is largely in point of yield, especially in cereals; but in cotton, improvement in quality has also been secured.

The Plant-Pathologist has been devoting special attention to the use of chemical dusts in place of chemical sprays as a means of protecting crops from such diseases as smut and mildew. The use of "dust" is a much more simple operation and is also cheaper.

Considerable research is in progress, upon the preparation and manufacture of bottled juices from the common fruits of the Presidency such as lemon, jambul and pomegranate. Investigation is also in progress into the use of wild stocks on which to bud citrus fruits, such as lemons and oranges. One of the most promising of these stocks is the Kawat (Feronia elephontium) and another is the Bel (Aegle marmalos). If this work proves successful then the scope for extension of cultivation is very great, because these are hardy trees which can grow under conditions quite unfavourable to the common stocks like jamburi and karna. These stocks, moreover, would probably ensure the immunity of these citrus fruit trees from the serious disease known as "Die-back" which is usually associated with an unfavourable environment.

The Trustees of the Sir Sassoon David Trust are financing a research scheme for the improvement of grass-lands. The two most important conclusions are that such improvement is practicable if —

(*a*) the land can be protected, by fencing or otherwise

(*b*) rotational grazing is adopted.

It is clear that inferior mal-land cannot bear the capital outlay of fencing, and hence improvement measures have to be restricted to the more fertile areas. Successful examples of rotational grazing may be seen at Jalgaon, Chharodi and Kandivlee.

CROP OF TOBACCO FROM AGRICULTURAL DEPARTMENT STRAIN (NADIAD) [*To face page 64*

The Trustees of the Sir Sassoon David Fund have also been financing a scheme for investigating mango blight.

Progress in the use of artificial fertilisers in this Presidency has been slow, as dry-crops have not shown any very striking response to these fertilisers, and cotton is practically the only rain-fed crop which has benefitted therefrom. Success with cotton has been attained in Khandesh, where a combination of sulphate of ammonia and cake has proved successful.

A wet-crop like rice on the other hand has shown substantial results from the application of sulphate of ammonia after transplanting and this fertiliser has proved useful in the rice seed beds. On the laterite soils of the south Konkan and Kanara, bone-meal has done well in the case of rice. Among irrigated crops sulphate of ammonia is now an established fertiliser for sugarcane in the Deccan, while nitrate of soda has given good results on the onion crop.

In view of the fact that a large part of Sind will be agriculturally transformed by the Barrage Canals System, which will give the country perennial irrigation in place of the present precarious supply from inundation canals, it is necessary to take stock of the many problems which will confront the cultivator under the new conditions. The existing methods of farming the country will be entirely out of place and unsuitable. In the first few years there will probably be a tendency among many cultivators to cling to their present system and sow as much cotton and wheat and other cereals as the water supply may permit. Such farmers will soon find to their cost that their lands are rapidly becoming exhausted, and, in many cases, developing considerable areas of kalar (alkaline soils). With the small grant placed at its disposal for the investigation of problems arising out of the Lloyd Barrage Scheme, the Department of Agriculture has (a) established an agricultural research station at Sakrand, on the Left Bank where a perennial supply of water can be obtained, (b) converted one of its existing farms into a Horticultural Research Station and (c) organised special propaganda on a modest scale.

The Sakrand Research Station has been organised in Sections. For the present the following sections have been established.

The Agricultural Section proper; the Botanical Section; and the Chemical Section.

Under the Agricultural Section proper the two great problems which are being dealt with, are (a) how to conserve the

fertility of the land upon perennial irrigation and (b) how to control alkaline salts in a practical manner.

It is believed that (a) will prove much more difficult of solution than in other provinces, such as the Punjab, where perennial irrigation has been introduced.

The Botanical section is dealing with the problem of finding or evolving the best varieties of strains of the principal field crops, considered from the standpoint of the new irrigation facilities. Satisfactory progress is being made with cotton, wheat, rice and jowar.

The work of the Chemical section is supplementary to the work of the Agricultural section proper. In this section fundamental research is in progress connected with the formation and movements of injurious salts in the soil. It is also engaged in elucidating the exact causes of the decline in fertility of soils cropped with irrigated crops.

The Horticultural Research Station is located at Mirpurkhas. There appears to be considerable scope for developing a fruit industry in Sind under perennial irrigation. The most promising commercial fruits suitable for Sind include dates, the citrus group and raisin grapes.

### AGRICULTURAL EDUCATION

The **Poona Agricultural College** has now entered upon its twentieth year, and it is as popular as ever. Last year there were 79 students in the first year class. The total number on the roll of the College is 218. The demand for admission from all parts of India continues, but the admission has been limited to about ten per cent. for students from outside the Presidency.

The most important feature of the examination for the B.Ag. in the year under report was the high percentage of failures. Out of 75 candidates only 38 passed and out of these 31 passed in the second class.

**Agricultural Schools.**—In view of the recommendation of the Royal Commission it does not seem worth while at present to discuss in detail the working of these Schools. There are six vernacular schools as follows with the number of students in each :—

| | | |
|---|---|---|
| Marathi | .. | Loni (Poona Dist.) 45, Dhulia (West Khandesh) 30 and Jambul (Thana District) 23. |
| Kanarese | .. | Devi-Hosur (Dharwar) 30. |
| Gujarati | .. | Godhra (Panch Mahals) 22, and Surat 30. |

## AGRICULTURAL ENGINEERING

The importance of labour saving devices, in agriculture, is becoming more widely recognised in India, as a result of the rise in wages. It is only a few years since the first power cane-crushing mill was purchased by a cane-grower, but at present there are 52 such mills in the Deccan Canals tract. Similarly the number of power pumping plants has been increasing. The largest field, however, for the Agricultural Engineer lies in the improvement of existing agricultural implements and the design of new ones. In this connection the Agricultural Engineer has been devoting special attention to the improvement of the indigenous seed-drill, and he has succeeded in evolving a greatly improved machine. At the present time drilling seed requires a small gang of men, women and bullocks, but this new drill requires only one man and one pair of bullocks, and the Agricultural Engineer estimates that its use means a saving of about Rs. 5 per day. Another problem which is receiving special attention is the designing of a machine for harvesting groundnuts. The operation of separating grain from chaff in certain windless tracts, presents great difficulty, and the Agricultural Engineer has been making a special study of the design necessary for a winnowing machine which will give a clean sample of grain from Indian *bhusa*.

Another problem under investigation is the use of the saw-gin for ginning Indian cottons.

## AGRICULTURAL ECONOMICS

It is now widely recognised that one of the main reasons for the unsatisfactory conditions of agriculture in many of the unirrigated tracts, is the large amount of spare time left on the hands of the agriculturist ; and economists have given very careful study to the solution of this problem, through looking for suitable subsidiary occupations for agriculturists. There is, however, very little exact information on record, in support of these views. Hence one of the special investigations undertaken by the Professor of Agricultural Economics has been the collection of detailed information upon the diaries of typical cultivators' families.

Data is now being collected with regard to farmers who possess no well, and when this is available it will be possible to realise, in concrete form, what has long been recognised in the abstract, namely, how enormously a well adds to the efficiency of agriculture, through providing more or less continuous employment to the labour force.

Another important line of investigation undertaken by the Professor of Agricultural Economics is study of "costs." For this purpose four farmers have been selected in the villages of Nanded and Wadgaon, and a detailed financial record of their entire business is being maintained. The results are expected to throw a useful light upon the economic position of the peasant farmer.

Another highly important branch of Economics is the marketing of produce. With the aid of funds supplied by the Indian Central Cotton Committee, valuable detailed investigations have been conducted into the marketing of cotton in Khandesh, Gujarat and Sind, with special reference to the inter-relation of finance and marketing.

A very practical economic problem has been brought forcibly to the front in the last year or two in the Deccan where much sugarcane is grown. The price of gul has slumped heavily while "costs" do not show a similar fall with the result that many cane growers find it difficult to make both ends meet, and the position is further aggravated by the consequent contraction of credit which renders it necessary for the co-operative financing societies to restrict loans, which under present conditions are essential for the carrying on of the industry. A solution seems to lie to some extent, in the replacement of a part of the cane area by other money crops and this Department has been giving special attention to the popularisation of cotton, groundnuts and tobacco.

The wheat problem in Sind raises an important economic issue, because a good deal of uncertainty exists with regard to the future of the world-market. Under the Barrage Canals Scheme, Sind will produce a very large surplus of wheat, but at present it is not known whether the export market or the Indian market should be catered for. The work of the Department on wheat improvement in Sind has been organised on a broad basis and it will be possible to give the grower, not only a number of improved strains, but the option of different varieties so that the Province will be in a position to adopt what the future market may demand.

## STATISTICS

This Department has issued the usual forecasts of the principal crops of the Presidency, and at the instance of the Indian Central Cotton Committee, Government have issued a fifth cotton forecast in the month of April each year, the first of these was issued in the year under report. The need for

this final forecast is due to the fact that the fourth forecast is issued in February which is too early for the reporters to form a final judgment upon the late varieties of cotton, especially in the Karnatak.

Special efforts are being made to improve the accuracy of these forecasts and there are now two means of checking the cotton figures from (*a*) the information supplied by the Collectors of Districts in the month of July for the Crop and Season Report and (*b*) the Cotton Press Returns, which are now made available through the operation of the "Cotton Ginning and Pressing Factories Act" of 1925. Under this Act the owners of all cotton presses submit a weekly return of all the cotton bales pressed in their factories.

The Department is still, however, handicapped by the absence of the full information about the movements of cotton from one tract to another. The Government of India have recently reconsidered the question and have agreed to record both imports and exports for the principal trade blocks, into which the country is divided.

### FINANCE

The expenditure of the Department amounted to Rs. 17,08,600 during the financial year 1927-28 as against Rs. 16,46,200 in the previous year. The receipts amounted to Rs. 2,59,700 as against Rs. 2,78,100 in the previous year.

Subsidies were received from the Indian Central Cotton Committee to the amount of Rs. 1,04,000 and Rs. 25,600 from the Sir Sassoon David Trustees.

## NOTE ON THE WEATHER

**I. The period, April and May 1927.**—The first western disturbance developed into a depression over the Gulf of Oman and began to affect Baluchistan on the morning of the 4th April. This, in conjunction with a shallow low pressure area over the Punjab, caused local rain along the frontier with numerous dust and thunder-storms over northwest India on that date. During April rainfall was in defect by 93 per cent. in Sind, by 94 per cent. in the Konkan and by 32 per cent. in the Bombay Deccan. No rainfall occurred in Gujarat. Maximum temperature was below normal in Gujarat. Scattered thundershowers occurred in the Peninsula in the first fortnight of May. With the temporary advance of monsoon in the southeast Arabian Sea on the 20th, widespread thundershowers occurred in the south of the Peninsula between the 19th and 21st. During the

next three days there was a decrease in rainfall there, but general rain began to fall in Malabar from the 25th and a northward extension up to the south Konkan occurred on the 28th. This advance of the monsoon was accompanied by a depression which lay to the west of the Laccadives on the morning of the 31st. Three fresh disturbances from the west, in addition to the last one of the previous month, affected weather over northwest India in the month of May. Rainfall was in defect by 86 per cent. in Sind, by 96 per cent. in Gujarat, by 57 per cent. in the Konkan and by 18 per cent. in the Bombay Deccan.

**II. The Monsoon period, June to September 1927.**—The advance of the monsoon in the southeast Arabian Sea, which was practically established in Malabar on the 27th May, was marked by the appearance of a depression, which lay to the west of the Laccadives on the 31st. This depression subsequently developed into a storm which was located near Lat. 18° N. Long. 62° E. on the morning of the 6th June. With the westward movement of this disturbance, the monsoon extended into the south Konkan and remained active there and in Malabar with occasional extensions into the interior of the Peninsula till the 6th. During the next five or six days its activity was confined to the southern half of the Peninsula. On the 11th, however, the onset became marked and rainfall extended northwards and into the Deccan and the Central Provinces. More or less general rain fell over the whole of this area till the 19th. Although several heavy falls occurred in Malabar during the first week, the real burst of the monsoon occurred in the south Konkan on the 13th with a fall of 4″ at Karwar, and at Bombay and Ratnagiri on the 14th, each station recording 6″ during 24 hours. Bombay had a further heavy fall of 9″ on the next day. After the 20th, there was a weakening of the Arabian Sea current and till the 24th rainfall was practically limited to the west coast and the extreme south with a few falls in the central parts of the country. On the 21st there was an extension into southeast Madras and a revival occurred thereafter and continued till the end of the month. The advance of the monsoon between the 11th and 20th was marked by squally weather in the east Arabian Sea and unsettled conditions off the Konkan during the period. Small country crafts were reported to have sunk in the Bombay harbour and a gust of wind caused a motor car on the pier to roll into the sea. The monsoon gave heavy thundershowers in Gujarat on the 16th followed by isolated falls during the remainder of the month, Ahmedabad recording 5″ on the 24th. Rainfall was in defect by 3 per cent.

in the Konkan, and in excess by 27 per cent. in Gujarat and by 22 per cent. in the Bombay Deccan. The weather was absolutely dry in Sind.

The month of July began with an active monsoon over the Peninsula and the central parts of the country. With the formation of a shallow depression off the Konkan coast on the 4th, and its northward passage into Gujarat on the 5th, the monsoon extended further into Sind and Rajputana by the end of the first week. A deep depression formed at the head of the Bay on the morning of the 11th. Moving rapidly westwards, it lay over the Central Provinces East on the 12th and over Gujarat on the 13th and caused locally heavy rain along its track. Rajkot recorded 5″ on the 13th. The depression then moved northwestwards and extended the monsoon into Baluchistan on the 14th. Rainfall in the last week of the month was exceptionally heavy in Gujarat. Ahmedabad had 46″ of rain in five days, of which 29″ fell during 48 hours between the mornings of the 26th and 28th. These unusually heavy falls gave rise to disastrous floods in Gujarat, causing extensive damage to property and loss of many lives. In the city of Baroda, water rose rapidly to a height of 8 or 9 feet and rushed through the streets. Several villages in Dholka and Ahmedabad were under water and hundreds of houses collapsed. All communications broke down and for days Gujarat and Kathiawar were virtually cut off from the rest of India. Rainfall was in excess by 150 per cent. in Sind and by 126 per cent. in Gujarat, and in defect by 13 per cent. in the Konkan and by 11 per cent. in the Bombay Deccan. The break in the Arabian Sea monsoon, which took place at the close of the last month, continued till the 5th of August, when the monsoon revived over Malabar and caused an extension of rainfall in the interior of the Peninsula on the 6th. The Arabian Sea monsoon was in general weak over the Peninsula during the second half of the month. Rainfall was in defect by 35 per cent. in Sind, by 44 per cent. in Gujarat, by 36 per cent. in the Konkan and by 60 per cent. in the Bombay Deccan. From the beginning of the month of September the Arabian Sea current was generally weak over its field of its activity. A break occurred on the 4th, after which the monsoon showed signs of a retreat from northwest India and weather continued to be practically dry over the Peninsula till the 10th. Between the 10th and 14th local thundershowers occurred in the Deccan. Extensive thunderstorms and fairly widespread rain commenced in the Peninsula on the 15th. Conditions became unsettled in the Bay off the north Madras coast on the 18th, and a low pressure

area appeared over there on the morning of the 19th. Moving rapidly across the Peninsula, the low pressure area lay over the Konkan on the 20th and intensified into a depression with its centre about 300 miles west of Bombay on the next day. It then moved northwards, crossed the Kathiawar coast by the evening of the 23rd, and lay as a shallow low pressure area over the Punjab on the morning of the 24th. Under the influence of this depression, rainfall increased further in the Peninsula between the 17th and 20th and extended in Gujarat and south Rajputana between the 21st and 23rd. Karwar recorded 4″ on the 20th and Gulbarga 6″ on the 22nd. Rainfall was in defect by 13 per cent. in Gujarat, and in excess by 1 per cent. in the Konkan and by 14 per cent. in the Bombay Deccan.

**III. The Retreating Monsoon period, October to December 1927.**—The southwest monsoon which strengthened over the Peninsula during the last week of September continued to be active over this region up to the 3rd October. The northeast monsoon appeared over the Madras coast on the 20th. Its activity was confined to the extreme south of the Peninsula, where local rain fell between the 19th and 24th. The monsoon extended along the Madras coast on the 25th and somewhat strengthened in the extreme south during the next two days. Rainfall was in defect by 60 per cent. in the Bombay Deccan, and in excess by 9 per cent. in Gujarat and by 103 per cent. in the Konkan. The weather remained dry in Sind. The depression, which formed between the Andamans and Coromandel Coast on the 30th October, had developed into a storm with its centre about a hundred miles east of Madras by the morning of the 1st November; it crossed the coast between the 1st and 2nd near Nellore where the barometer fell by 2·3″. Proceeding northwestwards, it lay as a deep depression over the Madras Deccan on the 2nd, and moved over the Bombay Deccan by the next morning. It existed as a shallow low pressure area over Central India and the west Central Provinces on the 4th and disappeared on the 5th. The storm affected Madras and Nellore very badly, the breakdown of communications being one of its most serious features. In many places railway lines were wrecked or inundated, buildings blown off, bridges washed away and telegraph lines damaged. Loaded wagons were reported to have been thrown off the rails and capsized. About 20 people lost their lives in Madras on the night of the 1st and part of the city was flooded on the next day; but the most devastating fury of the storm was experienced in Nellore where 300 men and about 1,000 cattle perished,

besides the havoc done to buildings and trees. Reports from the outlying villages are even more harrowing; fifty people were crushed to death by a falling building at Kodavallur.

The northeast monsoon revived over the Madras coast on the 3rd of November and strengthened in the extreme south of the Peninsula the next day. Conditions then became unsettled in the neighbourhood of Ceylon on the morning of the 6th and this was associated with widespread rain in the south of the Peninsula between the 6th and 9th with several heavy falls in south Madras on the 7th and 8th. Conditions became unsettled out at sea off Malabar and on the morning of the 11th a depression formed in the mid-Arabian Sea. By the next morning it had developed into a storm with centre about two hundred miles southwest of Bombay. The storm crossed the coast between Ratnagiri and Bombay on the morning of the 13th, and advanced as a deep depression over the Deccan giving widespread rain over the belt of the country extending from the Konkan to the United Provinces between the 11th and 12th. Besides causing heavy rain in Bombay city, the storm worked enormous havoc to the coastal craft and fishing boats and was responsible for unprecedented loss of life. Two coastal steamers s.s. "Tukaram" with 142 passengers and s.s. "Jayanti" with 96 people on board had left Bombay on the morning of the 12th. The former foundered off Hareshwar and only 26 passengers survived, while of the latter no trace whatever has since been found. The cyclonic weather was not without its effect in the interior, where considerable damage was done to cotton crops, which were almost ready for picking. Four western disturbances affected the weather over the frontier during the month. Rainfall was in excess by 243 per cent. in Gujarat, by 306 per cent. in the Konkan and by 183 per cent. in the Bombay Deccan, while dry weather continued in Sind. The last disturbance of December gave nearly general rain in the North-West Frontier Province and Sind with local rain in Baluchistan on the 29th, and extensive rain on the next day from Kashmir to Central India West with snow along the western Himalayas. Rainfall was in excess by 64 per cent. in Sind and by 825 per cent. in Gujarat, and in defect by 87 per cent. in the Konkan. The weather was absolutely dry in the Bombay Deccan.

**IV. The period, January to March 1928.**—A shallow depression which had formed by the morning of the 1st January in the southwest of the Bay of Bengal persisted till the 4th and stimulated the northeast monsoon, which gave local rain on the Coromandel Coast on the 3rd. The monsoon, however,

remained inactive thereafter, only reviving feebly in the extreme south on the 26th. No rainfall occurred during the month in Gujarat, the Konkan and the Bombay Deccan, and in Sind it was in defect by 79 per cent. While in February rainfall was in defect by 85 per cent. in Sind and in excess by 183 per cent. in the Konkan and by 863 per cent. in the Bombay Deccan. Weather was however dry in Gujarat. In March rainfall was in defect by 96 per cent. in Sind, by 33 per cent. in the Konkan, and normal in the Bombay Deccan.

## PRICES

**Retail Prices.**—In March 1928, the prices of food-grains in the Presidency showed a distinct decline as compared with the corresponding month last year. The unweighted index number* of the prices of six† food-grains recorded a fall in each of the four Divisions and in Bombay City. The index number for the Presidency (excluding Bombay City) fell from 144 in March 1927 to 130 in March 1928. The retail prices of eleven articles of food included in the index number for the "Other food" group‡ showed a marked fall in the four Divisions and also in Bombay City and the index number for the Presidency (excluding Bombay City) fell from 158 in March 1927 to 148 in March 1928.

**Northern Division.**—The index number of food-grains and for the "Other food" group fell in March 1928 by 18 and 13 points respectively as compared with the corresponding month of the previous year. All the districts in this Division reported a downward tendency in the prices of food-grains. Owing to sufficient and well distributed rainfall in Thana, the price of rice was slightly lower and the price of nagli also fell as the outturn of the crop was good. The garden products of the same district, however, did not show any noticeable difference in price. The price of ghee remained almost steady except in Ahmedabad where it slightly declined. The price of fodder in the Kaira District was moderate throughout the year under review.

**Central Division.**—A distinct fall in the prices of food-grains in this Division was noticeable, due to a favourable season and the index number declined by 21 points from 141

*Arithmetical averages. The price quotations used are those printed in the *Bombay Government Gazette*.

† These are : Rice, Wheat, Bajri, Jowari, Gram and Turdal.

‡ Includes Sugar (refined), Sugar (raw), Tea, Salt, Beef, Mutton, Milk, Ghee, Potatoes, Onions and Cocoanut Oil.

in March 1927 to 120 in the corresponding month of 1928. The index number of " Other articles of food " fell from 149 in March 1927 to 140 in March 1928. The prices of jowari and bajri in East Khandesh did not show a downward tendency and rice (1st sort) and turdal were dearer in West Khandesh than in the previous year. In Satara and Ahmednagar districts, the price of rice showed no change. On the whole the Kharif crop in the Sholapur district was fair and the outturn of the rabi crop was also good. Milk and raw sugar (gul) were cheaper while ghee was dearer in this district. The supply of fodder was adequate at Satara and the prices of Kadbi ranged from Rs. 3 to Rs. 5 per hundred bundles.

**Southern Division.**—There were no appreciable fluctuations in the prices of food-grains in this Division but the index numbers of the prices of food-grains and other articles of food fell by 10 and 12 points respectively in March 1928 as compared with the corresponding month of the previous year. The price of the principal food-grains showed a slight rise owing to insufficient rainfall in some parts of the Dharwar district. The three garden products of the Kanara district, *viz.*, betelnut, cardamom and pepper, showed a distinct rise as compared with the previous year. A slight rise was noticeable in the price of ghee in Ratnagiri. Paddy was cheaper in Kolaba while kadbi and grass showed no appreciable change in price in the Belgaum district.

**Sind.**—The index numbers for food-grains and the " Other food " group were in March 1928, 140 and 156 respectively as compared with 146 and 166 respectively during the corresponding month of the previous year. There was a decline in the price of wheat in this Division with the exception of the Hyderabad district, where it rose owing to the damage caused to the rice crops by the exceptionally heavy rains. The price of rice, which was steady in Larkana, rose in Hyderabad and Karachi, while it showed a declining tendency in the remaining districts. The price of jowari rose in Karachi, was steady in Hyderabad and Larkana but fell in Nawabshah and Sukkur. Jowari was cheaper in the Upper Sind Frontier, due to a larger area having been brought under cultivation. In Karachi fodder was sold at Rs. 22 per 1,000 lbs. as against Rs. 20 during the previous year.

**Bombay City.**—The general level of retail prices of food-grains in March 1928 (129) was lower by 13 points as compared with March 1927. The " Other food " index number stood at 170 as against 186 in the preceding year. The working class

cost of living index number which takes into account food, fuel and lighting, clothing and house-rent fell from 155 in March 1927 to 145 in March 1928. The following tables give the unweighted index numbers of the prices of six food-grains and eleven other food articles :—

Index Numbers of Retail Prices of Food-grains*
July 1914 = 100

| Divisions | March 1926 | March 1927 | March 1928 |
|---|---|---|---|
| Northern Division .. .. .. | 147 | 143 | 125 |
| Central Division .. .. .. | 137 | 141 | 120 |
| Southern Division .. .. .. | 138 | 143 | 133 |
| Sind .. .. .. | 144 | 146 | 140 |
| Presidency (excluding Bombay City) .. | 141 | 144 | 130 |
| Bombay City .. .. .. | 132 | 142 | 129 |

* Food-grains included are : Rice, Wheat, Jowari, Bajri, Gram and Turdal.

Index Numbers of Retail Prices of Other Food Articles†
July 1914 = 100

| Divisions | March 1926 | March 1927 | March 1928 |
|---|---|---|---|
| Northern Division .. .. .. | 167 | 165 | 152 |
| Central Division .. .. .. | 158 | 149 | 140 |
| Southern Division .. .. .. | 158 | 156 | 144 |
| Sind .. .. .. | 169 | 166 | 156 |
| Presidency (excluding Bombay City) .. | 163 | 158 | 148 |
| Bombay City .. .. .. | 184 | 186 | 170 |

† Other food articles included are :—Sugar (refined), Raw Sugar (gul), Tea, Salt, Beef, Mutton, Milk, Ghee, Potatoes, Onions and Cocoanut Oil.

*Note.*—The prices used are those prevailing in the district headquarter towns of the various divisions.

**Wholesale Prices.**—Wholesale prices in Bombay City fluctuated during the year under review and the "All food" index number fell by 9 points to 135. Among articles of food there was a marked fall in cereals and sugar, while the "Other food" group rose by 12 points. Oilseeds declined by 20 points and raw cotton rose by 30 points. The other

groups included under "All non-foods" recorded a fall with the exception of "hides and skins" which rose by 3 points. The non-food index number stood at 143 in March 1928 as against 149 for the corresponding month of the previous year, and the general index number declined by 8 points from 148 to 140 in March 1928. The changes in the index numbers of the different groups included in the Bombay Wholesale Prices Index are set out in the following table :—

Group Index Numbers of Wholesale Prices in Bombay City

July 1914 = 100

| Groups | March 1926 | March 1927 | March 1928 | Increase (+) or decrease (—) in points in March 1928 over or below March 1927 |
|---|---|---|---|---|
| Cereals .. .. .. | 148 | 148 | 128 | —20 |
| Pulses .. .. .. | 117 | 133 | 129 | — 4 |
| Sugar .. .. .. | 146 | 135 | 122 | —13 |
| Other food .. .. .. | 152 | 149 | 161 | +12 |
| All food .. .. .. | 144 | 144 | 135 | — 9 |
| Oil seeds .. .. .. | 127 | 144 | 124 | —20 |
| Raw cotton .. .. .. | 144 | 132 | 162 | +30 |
| Cotton manufactures .. .. | 186 | 163 | 162 | — 1 |
| Other textiles .. .. .. | 145 | 134 | 124 | —10 |
| Hides and skins .. .. | 147 | 137 | 140 | + 3 |
| Metals .. .. .. | 151 | 156 | 132 | —24 |
| Other raw and manufactured articles .. | 153 | 161 | 132 | —29 |
| All non-foods .. .. .. | 154 | 149 | 143 | — 6 |
| All articles .. .. .. | 150 | 148 | 140 | — 8 |

The outturn of seed cotton (kapas) in Broach was not favourable owing to heavy rains in the month of August 1927 and the price of cotton which ranged from Rs. 180 to 191 per bhar in the beginning of the cotton season—February—fell somewhat. The price of clean cotton in Surat rose from Rs. 38-11-0 to Rs. 50-10-0 per Indian maund during the year under review and reached the level of 1925-26. In West

Khandesh also the price of clean cotton advanced from Rs. 22 to Rs. 28 per Indian maund.

As compared with March 1927, wholesale prices in Karachi showed a declining tendency. The food index number fell by 6 points and stood at 131 in March 1928, which was the lowest level reached during the preceding 12 months. The non-food index number remained stationary at 137 and the general index number declined by 2 points and stood at 135 in March 1928.

The following table shows the food, non-food and general index numbers of wholesale prices in Karachi :—

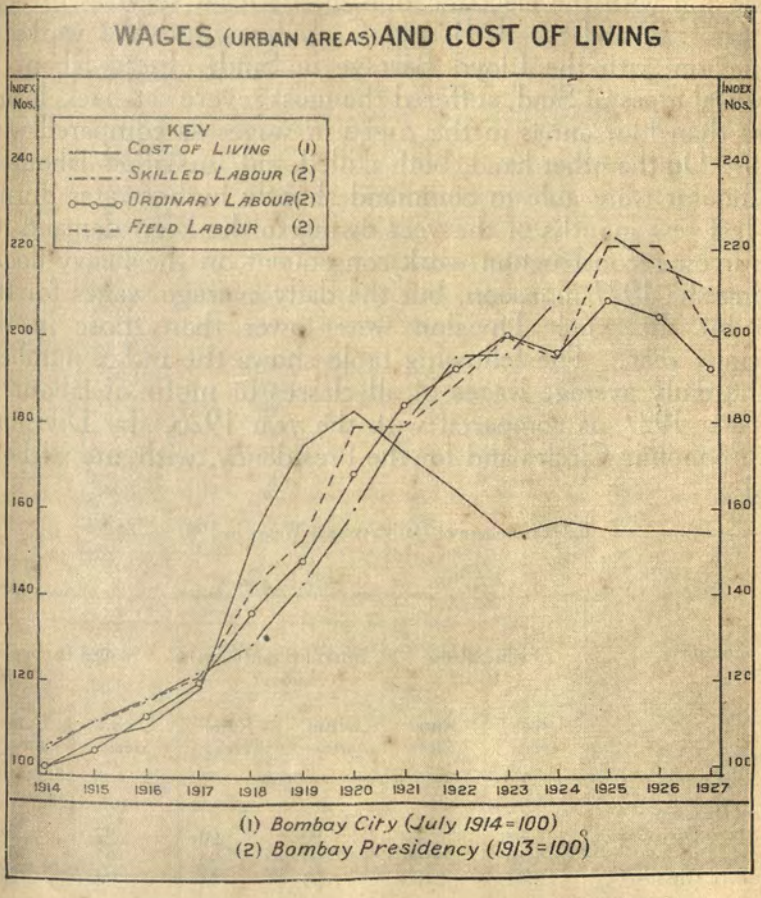
Index Numbers of Wholesale Prices in Karachi

July 1914 = 100

| Groups | March 1926 | March 1927 | March 1928 | Increase (+) or decrease (—) in points in March 1928 over or below March 1927 |
|---|---|---|---|---|
| Foods .. .. .. | 144 | 137 | 131 | — 6 |
| Non-foods .. .. .. | 140 | 137 | 137 | .. |
| All articles .. .. .. | 142 | 137 | 135 | — 2 |

## LABOUR AND WAGES

Prices expressed in terms of the Cost of Living Index for Working Classes in Bombay City, reached their peak during the year 1920 when the average purchasing power of the rupee, as compared with July 1914, was eight annas and nine pies. The Cost of Living Index fell steadily from an average of 183 (July 1914 = 100) during the year 1920, to 154 in 1923, rose to 157 in 1924, remained steady at 155 during the years 1925 and 1926 and fell to 154 in 1927 during which year the purchasing power of the rupee was ten annas and five pies. With the exception of slight falls in the wages of ordinary labour in the year 1919 and field labour in 1921 in the rural areas of the Presidency and in the wages of both ordinary and field labour in urban areas in 1924, the average daily wages of all classes of mofussil labour rose steadily from 1914 till the end of the year 1925. During the year 1926 the wages of field labour in urban areas and ordinary labour in rural areas remained steady but skilled labour in rural areas was able to command slightly higher wages owing to the migration of artisans to centres where new constructional works created a demand. The year 1926 showed a definite check in the upward trend of mofussil wages


WAGES (URBAN AREAS) AND COST OF LIVING
INDEX Nos.
KEY
COST OF LIVING (1)
SKILLED LABOUR (2)
ORDINARY LABOUR (2)
FIELD LABOUR (2)
240
220
200
180
160
140
120
100
1914
1915
1916
1917
1918
1919
1920
1921
1922
1923
1924
1925
1926
1927
(1) Bombay City (July 1914=100)
(2) Bombay Presidency (1913=100)

and in the year 1927 the daily wages of all classes of labour, as expressed in terms of averages for the whole Presidency, showed decreases ranging from three to ten per cent.

Skilled and unskilled labour in the rural areas of the Konkan Circle and unskilled labour in Sind were, notwithstanding the general fall in the average daily wages of all classes of labour in the Presidency, able to command their former high wages owing to the demand from the Railways in Bombay City in connexion with the electrification of the local services of both the G. I. P. and the B. B. and C. I. lines and the works in connexion with the Lloyd Barrage in Sind. Field labour in the rural areas of Sind, suffered the most severe set-back, losing more than four annas in the rupee in wages as compared with 1926. On the other hand, both skilled and unskilled labourers in Gujarat were able to command slightly higher rates during the last few months of the year owing to the keen demand for labour on reconstruction work consequent on the heavy floods during the 1927 monsoon, but the daily average wages for the year for the whole Division were lower than those in the previous year. The following table shows the index numbers of the daily average wages of all classes of mofussil labour in the year 1927, as compared with the year 1926, by Divisions and Economic Circles and for the Presidency, with and without Sind :—

Index Numbers of Daily Average Wages in 1927

| Divisions | 1926 = 100 | | | | | |
|---|---|---|---|---|---|---|
| | Field Labour | | Unskilled (ordinary) Labour | | Skilled Labour | |
| | Urban areas | Rural areas | Urban areas | Rural areas | Urban areas | Rural areas |
| *Political Divisions—* | | | | | | |
| Northern Division .. | 98 | 85 | 90 | 90 | 97 | 85 |
| Central Division .. | 80 | 100 | 90 | 94 | 97 | 100 |
| Southern Division .. | 91 | 100 | 93 | 94 | 94 | 104 |
| *Economic Circles—* | | | | | | |
| Gujarat Circle .. | 102 | 81 | 88 | 83 | 97 | 83 |
| Deccan Circle .. | 84 | 96 | 92 | 93 | 95 | 101 |
| Konkan Circle .. | 91 | 100 | 100 | 108 | 95 | 103 |
| Presidency Proper .. | 90 | 94 | 91 | 94 | 97 | 96 |
| Sind .. | 102 | 74 | 100 | 102 | 99 | 97 |
| Whole Presidency .. | 90 | 91 | 94 | 97 | 97 | 96 |

Although District wages suffered a set-back during the year 1927 the percentage increases in the average daily wages of each

class of labour for the Presidency, considered as a whole, as compared with the pre-war year were substantially higher than the percentage increase in the Cost of Living Index. There are, however, cases where the purchasing power of the labourers has gone down substantially, *e.g.*, for field labourers in the rural areas of the Central Division where the real wage index, on the basis of the Bombay City Cost of Living Index, as compared with the pre-war year was 91·5*. The following table shows the index numbers of the daily average wages in 1926 and 1927 with the year 1913 as base in the same way as in the preceding table :—

Index Numbers of Daily Average Wages in 1926 and 1927

(1913 = 100)

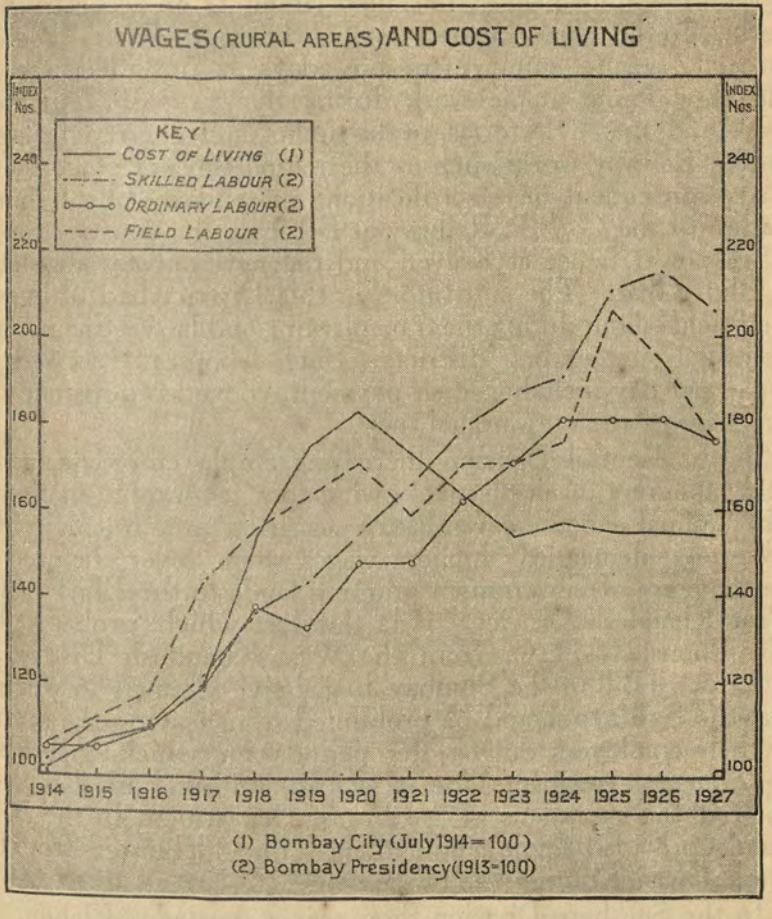
| Divisions | Field Labour | | | |
|---|---|---|---|---|
| | 1926 | | 1927 | |
| | Urban areas | Rural areas | Urban areas | Rural areas |
| *Political Divisions*— | | | | |
| Northern Division . | 258 | 267 | 253 | 227 |
| Central Division .. | 200 | 188 | 160 | 188 |
| Southern Division . | 219 | 150 | 200 | 150 |
| *Economic Circles*— | | | | |
| Gujarat Circle .. | 261 | 280 | 267 | 227 |
| Deccan Circle .. | 206 | 169 | 172 | 163 |
| Konkan Circle .. | 219 | 200 | 200 | 200 |
| Presidency Proper .. | 216 | 200 | 195 | 188 |
| Sind .. | 206 | 206 | 210 | 153 |
| Whole Presidency .. | 221 | 194 | 200 | 176 |

| Divisions | Unskilled (Ordinary) Labour | | | | Skilled Labour | | | |
|---|---|---|---|---|---|---|---|---|
| | 1926 | | 1927 | | 1926 | | 1927 | |
| | Urban areas | Rural areas | Urban areas | Rural areas | Urban areas | Rural areas | Urban areas | Rural areas |
| *Political Divisions*— | | | | | | | | |
| Northern Division . | 281 | 247 | 252 | 224 | 256 | 277 | 249 | 236 |
| Central Division .. | 170 | 178 | 152 | 167 | 194 | 202 | 188 | 202 |
| Southern Division . | 183 | 174 | 170 | 163 | 195 | 185 | 184 | 192 |
| *Economic Circles*— | | | | | | | | |
| Gujarat Circle .. | 271 | 263 | 238 | 219 | 252 | 270 | 244 | 226 |
| Deccan Circle .. | 170 | 167 | 157 | 156 | 194 | 190 | 183 | 193 |
| Konkan Circle .. | 200 | 190 | 200 | 205 | 238 | 260 | 227 | 269 |
| Presidency Proper .. | 196 | 194 | 178 | 183 | 216 | 221 | 210 | 212 |
| Sind .. | 209 | 169 | 209 | 172 | 209 | 181 | 207 | 175 |
| Whole Presidency .. | 204 | 181 | 192 | 176 | 216 | 215 | 211 | 206 |

*It is important to point out that in arriving at this figure the pre-war year (1913) has been taken as the base for wages and the pre-war month (July 1914) as the base for the Cost of Living Index.

Collectors of almost all Districts report that the economic condition of the labouring classes was, on the whole, good, except in Gujarat, where both the agriculturists and the labourers suffered heavily during the second half of the year 1927 on account of the floods. There is an increasing tendency on the part of labour in the Northern Division to be attracted towards industrial rather than agricultural work owing to the inducement of a higher wage, the amenities of town life and the opportunities for whole families to be employed in the same business. The employment of industrial labour on a wholly cash wage is steadily leading to the decline of the payment of wages in kind in agriculture, as the labourers in places adjacent to district towns demand a consolidated wage in cash instead of remuneration partly in cash and partly in grain, or a noon-day meal, although the employment of **Haris** (annual servants) in most Districts in the Northern Division continues. There are signs of an improvement in the standard of life and in ideas of sanitation, although no District has reported any improvement in efficiency during the last few years. In some Districts, where the economic situation is as acute as ever, persons of little education dislike field work and manual labour and prefer clerical employment in Government or commercial offices but the Collector of Kolaba observes that primary education in rural areas shows no signs yet of any influence on the labour market. The introduction of cheap motor services throughout the Presidency has led to an unusual increase in the mobility of labour but the independence of mofussil labour and its high bargaining power, which were so manifest during the years 1923 to 1926 have been somewhat checked in consequence of the inevitable fall in wages which generally follows a decline in the Cost of Living. Migration in the Presidency during the year under report was more inter-District than inter-Divisional and with the exception of the normal movements according to seasons and the influx of labour into the British Districts from the Native States particularly in Gujarat, there was no migration of importance in the Presidency during the year under report.

**Agricultural Labour.**—In the Northern Division the heavy rains of 1927 caused considerable damage to the agriculturists in almost all Talukas of the Ahmedabad District and in the Amod, Vagra and Jambusar Talukas of the Broach District. In some tracts where there were chances of saving the crops, field labourers were able to command as high a wage as a rupee per day. Much of the field labour in the Broach District is


WAGES (RURAL AREAS) AND COST OF LIVING
INDEX Nos.
KEY
COST OF LIVING (1)
SKILLED LABOUR (2)
ORDINARY LABOUR (2)
FIELD LABOUR (2)
240
220
200
180
160
140
120
100
1914 1915 1916 1917 1918 1919 1920 1921 1922 1923 1924 1925 1926 1927
(1) Bombay City (July 1914 = 100)
(2) Bombay Presidency (1913-100)

done by permanent servants called **Haris**. They render service in return for cash advances with stipulations for food and clothing. They are prone to absconding and this tendency was much more in evidence during the year under report on account of the demand created by the floods. The classes that generally offer their services as **Haris** are the Kolis, the Bhils, the Talavias and members of the backward classes. In tracts where the crops were totally ruined, field labourers were able to secure employment as unskilled labourers on reconstruction work. In the Thana District most of the original field labourers generally secure employment nowadays as unskilled workers and they found ample work during the year 1927 in rice, brick and match factories, in the timber and charcoal business and in Railway works such as the remodelling of stations and yards consequent on electrification, particularly the terminal station of the G. I. P. Railway at Bombay, the construction of a big power house at Kalyan and the new railway alignment at Bhor Ghat. The cultivators in this District had to import their field labour during the transplanting and harvesting periods from the surrounding districts. Such labourers received a rupee per day including cash payment, cooked rations and the expenses of the outward journey.

In the Central Division there was ample employment for field labourers in all districts owing to a favourable monsoon. The annual labourers (**Saldars**, as they are called in this Division) demanded higher wages than ever before, in consequence of Government granting lands to the Bhils in the West Khandesh District. It is this fact which probably led Mr. Bhonsle, M.L.C., from the West Khandesh District to introduce a Bill in the Bombay Legislative Council to provide that the **Saldars** should be prohibited from leaving the service of their employers during the periods for which they have undertaken agreements for service in writing. In the Nasik District the operations of the Forest Department in the Peint Taluka provided ample employment for field labourers from the whole District during the off-season.

In the Southern Division there was a shortage of labour, as usual, in the above ghat talukas of the Kanara District whereas the supply in the coastal talukas was greater than the demand. Some field labourers from the Dharwar, Navalgund and Kod Talukas in the Dharwar District had to migrate in search of work owing to the unfavourable character of the monsoon. The grant of tagavi loans on an extensive scale in the Bijapur District created a great demand for labour in all Talukas.

In spite of the fall in wages in this Division, there was no appreciable change in the economic condition of labour.

The condition of the crops in most districts in Sind was not satisfactory on the whole during the year, owing to the late rise and early fall of the river which necessitated a heavy remission of land revenue and adversely affected the condition of agricultural labourers to some extent. There was consequently some migration of the tenants-at-will from the Rohri and Ubauro Talukas to Sukkur to seek a livelihood on the Lloyd Barrage works where plenty of employment was available. The following table shows the daily average wages of field labourers during the years 1913, 1926 and 1927 in the neighbourhood of District Headquarters towns (urban areas) and in the more rural areas by Divisions and Economic Circles and for the Presidency with and without Sind :—

*Field Labour*

| Divisions | Daily average wages in | | | | | |
|---|---|---|---|---|---|---|
| | 1913 | | 1926 | | 1927 | |
| | Urban areas | Rural areas | Urban areas | Rural areas | Urban areas | Rural areas |
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| *Political Divisions*— | | | | | | |
| Northern Division .. | 0 4 9 | 0 3 9 | 0 12 3 | 0 10 0 | 0 12 0 | 0 8 6 |
| Central Division .. | 0 5 0 | 0 4 3 | 0 10 0 | 0 8 0 | 0 8 0 | 0 8 0 |
| Southern Division .. | 0 4 0 | 0 4 0 | 0 8 9 | 0 6 0 | 0 8 0 | 0 6 0 |
| *Economic Circles*— | | | | | | |
| Gujarat Circle .. | 0 4 6 | 0 3 9 | 0 11 9 | 0 10 6 | 0 12 0 | 0 8 6 |
| Deccan Circle .. | 0 4 6 | 0 4 0 | 0 9 3 | 0 6 9 | 0 7 9 | 0 6 6 |
| Konkan Circle .. | 0 5 3 | 0 4 6 | 0 11 6 | 0 9 0 | 0 10 6 | 0 9 0 |
| Presidency Proper .. | 0 4 9 | 0 4 0 | 0 10 3 | 0 8 0 | 0 9 3 | 0 7 6 |
| Sind .. | 0 7 9 | 0 8 0 | 1 0 0 | 1 0 6 | 1 0 3 | 0 12 3 |
| Whole Presidency .. | 0 4 9 | 0 4 3 | 0 10 6 | 0 8 3 | 0 9 6 | 0 7 6 |

**Unskilled or Ordinary Labour.**—In spite of the higher wages that unskilled labourers were able to get in all Districts of the Northern Division during the last few months of the year 1927 on account of the heavy demand for repairing and rebuilding houses and property damaged or destroyed by the

floods, the average daily wages for the whole year fell from fourteen annas and nine pies in 1926 to thirteen annas and three pies in 1927 in urban areas and from ten annas six pies to nine annas six pies in rural areas. In the Broach District factory labour was tempted to take up building work in preference to employment in the factories owing to the allurement of higher wages and as a result, factory owners had to import labour from outside the District.

In the Central Division, unskilled labourers found plenty of work in the Textile Mills and in the Cotton Gins and Presses in the two Khandesh Districts. In the Nasik District, the Railway Workshops at Igatpuri, Manmad and Nandgaon, the Central Jail and the Security Printing Press Building Works at Nasik Road, the Pressing and Ginning Factories at Malegaon, Nandgaon and Satara, the bidi manufacture at Sinnar and the gold and silver thread industry at Yeola gave a good opening for employment to those who wanted work. Ordinary labourers were hard to procure in the Mawal Taluka and the Mulshi Petha of the Poona District owing to the higher wages paid by the Tata Company's Hydro Electric Power Works in both Talukas and the G. I. P. Railway Works in the Mawal Taluka. The construction of the Bhima Causeway and the Water Supply Works of the G. I. P. Railway at Dhond supported a large number of ordinary labourers throughout the year. Unskilled labour was attracted as usual to the various mills and factories in the Sholapur District.

In the Southern Division the supply of labour was equal to the demand in all parts of the Belgaum District except at Bail-Hongal where the cotton ginning and pressing factories attracted a large number of labourers during the cotton season. The Criminal Tribes Settlements at Gokak and Khanapur continued to supply labour to the Gokak Falls Mills and the Forest Works in the Khanapur Taluka. In the Dharwar District, there was sufficient work for ordinary labourers in the Kalghatgi and Bankapur Talukas and even for some emigrant workers from the other Talukas of this District and from the Bijapur District but two famine works were undertaken in the Navalgund Taluka which were opened in August and closed on the 15th October.

As already stated in previous paragraphs there was ample employment for unskilled labour in the various works of the Lloyd Barrage. Karachi City continued, as usual, to attract a considerable number of labourers from the surrounding districts. The following table shows the average daily earnings

of ordinary labourers in the same way as in the case of field labourers :—

*Unskilled (ordinary) Labour*

| Divisions | Daily average wages in | | | | | |
|---|---|---|---|---|---|---|
| | 1913 | | 1926 | | 1927 | |
| | Urban areas | Rural areas | Urban areas | Rural areas | Urban areas | Rural areas |
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| *Political Divisions*— | | | | | | |
| Northern Division .. | 0 5 3 | 0 4 3 | 0 14 9 | 0 10 6 | 0 13 3 | 0 9 6 |
| Central Division .. | 0 5 9 | 0 4 6 | 0 9 9 | 0 8 0 | 0 8 9 | 0 7 6 |
| Southern Division .. | 0 5 9 | 0 4 9 | 0 10 6 | 0 8 3 | 0 9 9 | 0 7 9 |
| *Economic Circles*— | | | | | | |
| Gujarat Circle .. | 0 5 3 | 0 4 0 | 0 14 3 | 0 10 6 | 0 12 6 | 0 8 9 |
| Deccan Circle .. | 0 5 9 | 0 4 6 | 0 9 9 | 0 7 6 | 0 9 0 | 0 7 0 |
| Konkan Circle .. | 0 6 3 | 0 5 3 | 0 12 6 | 0 10 0 | 0 12 6 | 0 10 9 |
| Presidency Proper .. | 0 5 9 | 0 4 6 | 0 11 3 | 0 8 9 | 0 10 3 | 0 8 3 |
| Sind .. | 0 8 0 | 0 7 3 | 1 0 9 | 0 12 3 | 1 0 9 | 0 12 6 |
| Whole Presidency .. | 0 6 3 | 0 5 3 | 0 12 9 | 0 9 6 | 0 12 0 | 0 9 3 |

**Skilled Labour.**—There is nothing of particular interest to record in connexion with skilled labourers in the Presidency during the year under report. There was no dearth of employment for artisans particularly in view of the active demand created in the various districts of the Northern Division for reconstruction work. The following table gives the average daily earnings of skilled labourers in the same way as in the two preceding tables :—

*Skilled Labour*

| Divisions | Daily average wages in | | | | | |
|---|---|---|---|---|---|---|
| | 1913 | | 1926 | | 1927 | |
| | Urban areas | Rural areas | Urban areas | Rural areas | Urban areas | Rural areas |
| | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. | Rs. a. p. |
| *Political Divisions*— | | | | | | |
| Northern Division .. | 0 13 9 | 0 11 9 | 2 3 3 | 2 0 6 | 2 2 3 | 1 11 9 |
| Central Division .. | 0 13 0 | 0 10 6 | 1 9 3 | 1 5 3 | 1 8 6 | 1 5 3 |
| Southern Division .. | 0 10 9 | 0 9 9 | 1 5 0 | 1 2 0 | 1 3 9 | 1 2 9 |
| *Economic Circles*— | | | | | | |
| Gujarat Circle .. | 0 13 6 | 0 11 9 | 2 2 0 | 1 15 9 | 2 1 0 | 1 10 6 |
| Deccan Circle .. | 0 11 9 | 0 10 0 | 1 6 9 | 1 3 0 | 1 5 6 | 1 3 3 |
| Konkan Circle .. | 0 13 9 | 0 11 3 | 2 0 9 | 1 13 3 | 1 15 3 | 1 14 3 |
| Presidency Proper .. | 0 12 6 | 0 10 9 | 1 11 0 | 1 7 9 | 1 10 3 | 1 6 9 |
| Sind .. | 1 4 6 | 1 2 0 | 2 10 9 | 2 0 6 | 2 10 6 | 1 15 6 |
| Whole Presidency .. | 0 13 9 | 0 11 9 | 1 13 9 | 1 9 3 | 1 13 0 | 1 8 3 |

The two charts illustrate the tendencies referred to in the introductory paragraphs of this section in connexion with the movements of wages in urban and rural areas as compared with the Cost of Living Index for Working Classes in Bombay City.

## FORESTS

For purposes of administration the Presidency is divided into four Forest Circles, which are in charge of Conservators. The Chief Conservator is at the head of the Department.

Forest administration is a branch of the general administration and the central authority in forest matters is the Commissioner of a Division, subject to the general orders of Government. The Chief Conservator is the local and technical head of the Forest Department and the technical adviser of Government in forest matters. Forest Officers in charge of Circles have full powers in all professional operations of technical forestry; but in all other matters, such as those of rights and privileges of the people in forests, local supply of grass, grazing and fodder and generally as regards the relation of the department with the people, control vests in the local revenue officers. A Working Plans Division is maintained in each Circle and the duties of the working plans divisional officers are to ascertain the capabilities of the forests in the production of timber and other forest produce and to prepare scientific schemes for the exploitation of the forests so that they may be worked for the greatest benefit both of the State and the people. The work in connection with the preparation of working plans is generally well advanced, but revision of plans is carried on continuously. The classification of forests into forest proper, fuel and fodder reserves and pastures has been completed in all Circles and the areas classed as pastures have been transferred to the Revenue Department for management.

The area under "Forests" in this Presidency is nearly 15,000 square miles.

The gross revenue of the year fell by Rs. 3·70 lakhs to Rs. 72·86 lakhs, Rs. 50,000 less than the average of the preceding five years, while the fall in the surplus as compared with that average was Rs. 1·67 lakhs. The tightness of the money market and trade depression in timber, fuel and charcoal account for the reduction. The expenditure decreased from Rs. 43·86 lakhs to Rs. 43·07 lakhs.

**Communications.**—Construction work was in progress on 109 miles of new roads and repairs were carried out on 757 miles of old roads. The total expenditure under this head was Rs. 2·53 lakhs as against Rs. 2·12 lakhs during 1926-27. About

Rs. 70,000 were spent on the construction of roads in the Dangs and Peint which contain valuable mature teak going to waste for want of facilities of transport.

There was a small decrease of 840 in the total number of offences against the Forest Laws. Out of the 20,000 offences reported 16,500 cases were compounded and compensation amounting to Rs. 1·53 lakhs was recovered in 15,900 cases. Only 509 cases were decided in the courts and of these 461 or 91 per cent. resulted in convictions.

"Fire protection in the Central Circle was unsatisfactory," says the Chief Conservator of Forests, "the area burnt during the year under report being double that burnt in the previous year." This increase is, to a great extent, the direct result of the suspension for one year as an experimental measure of communal punishment in the three Khandesh Divisions and the Satara Division.

**Protection from Cattle.**—The forest areas open and closed to grazing were as follows :—

| | Square miles | Per cent. |
|---|---|---|
| Closed to all animals for the whole year. | 1,669 | 11·18 |
| Closed to all animals for part of the year. | 302 | 2·02 |
| Open to all animals except browsers for the whole year .. .. | 9,355 | 62·66 |
| Open to all animals for the whole year.. | 3,605 | 24·14 |
| | 14,931 | |

The area open to grazing was almost everywhere sufficient, and closure was relaxed as usual in cases of real necessity. During the year more than 2,482,000 cattle were admitted to grazing in the forest lands as against 2,433,000 in the previous year. About 122,000 animals were impounded for unauthorised grazing in open and closed forests and 558,000 animals were allowed free. The grazing fees collected amounted to Rs. 5·04 lakhs, as compared with Rs. 5·31 lakhs last year, the value at full rates for the year under report being Rs. 21·92 lakhs. It will be observed that in spite of a greater number of cattle having grazed the grazing revenue was less than the last year. The decrease was contributed to by all the four Circles, that in the Southern and Sind Circles being due to a smaller number of animals having grazed, and in the Northern Circle to a greater number having been admitted to free grazing. In the Central Circle the decrease was partly due to professional graziers, who pay fees at full rates, having sent fewer cattle to the forests.

The non-enforcement of communal penalties in the form of enhancement of grazing fees is mentioned as another reason.

**Sylviculture.**—The progress of the areas under artificial regeneration in Peint and the Dangs is reported to be very good. West Khandesh and Kolaba show good progress both from coppice and seed, and in Belgaum and Kanara the plantations of recent years are exceedingly promising, except in some young plantations damaged by fire. In Thana soil quality is less uniform and the results of artificial regeneration vary correspondingly. During the year under report, teak regeneration was undertaken as usual, in both clear-felled high forest areas and in coppice coupes, in the latter with a view to supplement the coppice and natural seedlings. Teak is now almost invariably raised by preparation of burnt patches and dibbling of seed, as this has been proved to be the cheapest and most effective method, the failures being restored by means of transplanting. 'Weathered' teak seed, or seed soaked and dried in alternate weeks for a period of six weeks has been found to give the best germination. Sowings of other valuable species such as sissum (Dalbergia latifolia), honne (Pterocarpus marsupium), etc., were also carried out in some Divisions. Fire is the chief enemy of these valuable plantations and a source of constant anxiety as one hot weather season succeeds another.

**Exploitation.**—During the year, 5,021,000 cubic feet of timber and fuel were extracted departmentally, together with sandalwood worth Rs. 1,85,000 and minor produce, grass, etc., to the value of Rs. 17,000.

The actual outturn of major and minor produce removed by consumers and purchasers during the year 1927-28 was :—

| | Rs. |
|---|---|
| *Major Produce* | |
| (1) Timber 3,733,000 cubic feet valued at .. | 22,44,000 |
| (2) Fuel 32,762,000 cubic feet valued at .. | 6,19,000 |
| *Minor Produce* | |
| (3) Bamboos—valued at .. .. | 1,46,000 |
| (4) Grass and Grazing—valued at .. | 8,52,000 |
| (5) Other minor produce—valued at .. | 1,96,000 |
| making a total for minor produce of .. | 11,94,000 |

The outturn from all sources of forest produce during 1927-28 was :—

| | Cubic feet |
|---|---|
| Timber .. .. .. | 5,539,000 |
| Fuel .. .. .. | 46,666,000 |

The total expenditure on the management of State Forest was Rs. 18,29,000 as against Rs. 17,77,000 in the previous year. The increase was due to more expenditure on roads and buildings in the Northern and Central Circles and on departmental exploitation in the Southern Circle.

**Famine Grass Operations.**—About 75 lakhs lbs. of famine grass were stored at Godhra, Dohad and Palghar under the Famine Fodder Scheme at the expense of famine funds, bringing the amount stored at these depots to 228 lakhs lbs. At Godhra the year's supply was in excess of the available accommodation. There was no demand for famine grass during the year except at Palghar where 5·70 lakhs lbs. of grass were disposed of.

**Gujerat Floods.**—In order to give immediate relief to the people of the flood affected areas in Gujerat, 29 waggon loads of timber purchased for Rs. 25,282 and four waggon loads of bamboos were sent by the Divisional Forest Officer, Panch Mahals, to Viramgam, Nadiad, Amod and Jambusar. In the beginning there was a fair demand and about half of the material was disposed of. Subsequently the Provincial Relief Committee opened their own depots and the demand for Government material diminished.

The orders of Government on the report of the Forest Grievances Enquiry Committee were received during the year. Many of the recommendations of the Committee have been accepted by Government and the new concessions granted have been much appreciated by the public. Lists of the privileges formerly granted together with those now sanctioned are being prepared in the vernaculars for wide publication among privilege holders.

## CO-OPERATIVE MOVEMENT

The progress of the movement, though not rapid, continued to be satisfactory. The policy of consolidation was followed throughout and very few new societies were allowed to be registered during the year. In spite of a bad season in some localities the total number of societies towards the end of the year was 5,330, an increase of 239 societies over the figure of the preceding year. The number of members rose from 482,730 to 539,470. The increase in the working capital by nearly a crore is remarkable. The huge figure of 11¼ crores illustrates the large part which the Co-operative movement is playing in the economic life of the Province.

The number of Agricultural Credit Societies rose from 4,022 to 4,177, membership from 260,182 to 263,493 and working capital from Rs. 3 crores 45·97 lakhs to Rs. 3 crores 52·93 lakhs.

There was a marked increase in the Reserve Fund, which rose from Rs. 34·61 lakhs to Rs. 40·66 lakhs. Considering the policy of consolidation that was followed throughout the year, the progress is steady and the automatic expansion has been maintained in all parts of the Presidency. In the famine districts the registration of new societies was exceptional and such exceptions were made only after careful enquiry and in villages where stable agricultural conditions prevailed. Progress was not possible in the flood-stricken area of Gujerat. The progress in Panch Mahals continued to be steady and in the Khandesh Division, though the registration of new societies was restricted in East Khandesh and no special propaganda was undertaken in other Districts of West Khandesh and Nasik, progress continued to be satisfactory. Some of the bad societies in the Poona District were cancelled during the year and were placed in charge of the Special Officer appointed to liquidate these societies. South Satara continues to be progressive and even North Satara, where hitherto the societies were languishing is showing signs of improvement. In the Karnatic the progress is steady, but internal strife hampers further progress. As regards Thana and Kolaba, demoralisation or deterioration is now localised and intensive propaganda in undeveloped tracts has been undertaken for further expansion. The agricultural credit societies in Sind are progressing satisfactorily and steadily.

The unauthorised arrears for the whole Province amounted to Rs. 105 lakhs out of Rs. 317 lakhs, due for repayment during the year. The increase is somewhat alarming, but the unsuitability of the date 31st March as the close of the year and the unusual lateness of the season in most parts of the Presidency give rather a misleading impression of the actual state of things. The recoveries in District Central Banks, including the Provincial Bank, in the Presidency proper amounted to nearly Rs. 53 lakhs in the months of April, May and June 1928.

The number of agricultural non-credit societies decreased from 264 to 257. Some of the societies which were not working were cancelled during the year. This side of the Movement is still in its infancy and the only sure basis on which such activity can rest is that of a sound and efficient system of agricultural credit. The chief requirements are non-official workers with at least some knowledge of business methods and the supply of a competent band of honest and businesslike managers. Until these are available, it is not possible to make any headway in this side of the Movement.

The most important of the agricultural non-credit societies continue to be those for the sale of the produce of the agriculturists. There were 50 such societies, out of which 31 were cotton sale societies. The Gadag Cotton Sale Society which underwent a series of difficulties in past years on account of a boycott by the local merchants worked smoothly during the year. Nearly 90 per cent. of the cotton grown in this area was sold through this Society, of the value of nearly Rs. 6 lakhs. The Hubli Cotton Sale Society continued to do excellent work and sold cotton worth Rs. 10½ lakhs. In Gujerat 15 cotton sale societies were working and sold cotton seed and lint of the value of nearly Rs. 10 lakhs. The Surat District stands first in organisation, management and development of cotton sale societies. In spite of adverse circumstances these societies succeeded in selling their cotton at a premium over the general market rate. The fact clearly shows that the societies have now acquired a status in the market which enables them to stand by themselves and to do their business in some cases directly with the mill-owners and agents. Of the other sale societies the Haveli Taluka Agricultural Sale Society sold produce of the value of Rs. 2½ lakhs. The Kurduwadi Union had to encounter many difficulties such as the apathy of members and insufficient business, but the most important was the boycott organized by the local merchants. Fortunately, with the help of an influential agriculturist and by the tenacity and tact of the Manager the boycott was raised towards the end of the year. The Alur Paddy Sale Society has done good-work and sold goods of the value of over Rs. 72,000. The Kumta Arecanut Sale Society did excellent business and captured one-fifth of the market. It sold goods amounting to Rs. 1,68,000. The Nipani Tobacco Sale Society sold tobacco worth over Rs. 29,000. In Sind the Shikarpur Sale Society continued to do good work and sold miscellaneous produce amounting to Rs. 2 lakhs. The Malir Sale Society sold potatoes and vegetables worth over Rs. 2¼ lakhs.

Of the Land Improvement Societies, the Waddars' Society at Yelvigi in the Dharwar District has brought about 50 more acres of land under cultivation making in two years nearly 160 acres. Of the Dam Construction Societies, the Salukatta Society has built a permanent dam which is nearing completion at a total cost of Rs. 6,000. There are 15 cattle breeding societies, out of which 12 are in the Southern Division. The Siddenur Society is the best and continues to do excellent work. Many of the cattle breeding societies own bulls of the Amritmahal type

and get a subsidy of Rs. 10 per bull from the Agricultural Department.

There were 77 Taluka Development Associations as compared with 62 of last year. Two Taluka Development Associations for Anand and Borsad Talukas in Kaira District registered under the Act. All the Associations are doing useful work in agricultural propaganda and the supply of agricultural requisites. The Anti-Famine Institute of Bijapur, the biggest District Development Association, was registered during the year and has undertaken the development of agricultural work in its various forms. As the funds now available for giving subsidies to these Associations are very limited, fresh registration has been practically stopped.

The policy of increasing the number of supervising unions, which are essential for the consolidation and development on sound lines of the primary agricultural societies is being continued and the number of such Unions was 68 as compared with 59 of last year. There are still 32 Guaranteeing Unions, and many are not properly functioning. The policy of converting them into Supervising Unions is being steadily followed.

The Provincial Co-operative Bank continues to be the centre of co-operative activities in all its various aspects. Three more up-country branches were opened and the total number of branches comes to 19. The unirrigated portion of the Ahmednagar District, which was so long served by the Nagar District Central Co-operative Bank, was transferred to the control of the Provincial Bank. The number of Urban Banks opening accounts with the Provincial Bank, making fixed deposits with it and using its agency for the purpose of facilitating the transfer of funds to and from Bombay continues to increase. Overdrafts were allowed to 14 Urban Banks to the extent of Rs. 19¼ lakhs. Special action was taken by the Bank to organize relief measures in the parts of Gujerat affected by the floods. Loans were issued at 5 per cent. to the societies, which passed on the same to the members at the same rate. Towards the close of the year, Government agreed to reimburse the interest and the members received loans free of interest for one year.

It was decided during the year that three Land Mortgage Banks should be started in the Districts of Broach, Dharwar, and East Khandesh. The Bank at Pachora has already been registered. The Provincial Bank has undertaken to control and finance these Banks till a separate Central Land Mortgage Bank is started.

The number of Central Banks was 19 as compared with 20 of last year. The Nagar Bank was converted into an Urban Bank and the finance of the district was taken over by the Provincial Bank. The working capital increased from 2¼ crores to 2½ crores. The loans to societies rose from Rs. 147 lakhs to 170 lakhs. The Reserve Fund increased from Rs. 3,52,000 to Rs. 3,78,000. There was a marked increase in the cost of management which went up to Rs. 2,16,000. It is evident from this figure that all the Banks are trying to keep a well-paid and efficient staff, but further substantial improvement is necessary in this direction.

There were 516 non-agricultural credit societies as against 487 of last year. Urban Banks, whose working capital is more than Rs. 50,000, are increasing fast and they now number 68. The ideal of having one Urban Credit Society in each Taluka has been almost realised in some of the districts. The members are adequately financed for trade and industry and such societies are a boon to small traders and artisans.

There has been no change in the Consumers' Movement. The number of societies has been further reduced from 42 to 38. Only a very few stores worked satisfactorily.

The number of Housing Societies rose from 47 to 52. Almost all societies in Bombay have completed their building operations. The number of this class in Sind is 10, 8 being in the town of Karachi and 2 in Hyderabad. Only 4 societies have commenced building operations. In Gujerat there are 10 societies, of which 9 are in Ahmedabad. The Brahmakshatriya Housing Society completed 36 buildings, while 32 more are under construction. A special type of Housing Societies had to be organized during the year owing to the floods in Gujerat and part of Sind. Fifty-three Reconstruction Societies were registered, 22 in Gujerat and 31 in Sind, and loans amounting to Rs. 4 lakhs were advanced to 38 societies.

Like the Consumers' Movement, the main difficulty in the Producers' Movement is the want of honorary workers who have the requisite business knowledge and who are willing to take special interest in the working of this side of the movement. Barring a few individual societies, almost all societies worked at a loss. Arrangements were made for the sale of finished products of the members of weavers' societies and goods were sent on consignment for sale, and with the help of the Provincial Bank an its branches it is expected that the main difficulty of the sale of finished products will be solved to a great extent.

Owing to the recent changes in the constitution and bye-laws of the Bombay Provincial Co-operative Institute, the centre of activity has been largely shifted from Bombay City to the districts. Divisional and District Branches have been opened and there is now a branch of the Institute in every district. A new scheme of imparting practical training to supervisors and others was prepared and three co-operative schools were actually started after the close of the year at Poona, Surat and Dharwar. There were 29 conferences of which 21 were Taluka, 4 District, 2 Divisional and 2 Miscellaneous. No Provincial Conference was held during the year and the usual Government grant of Rs. 4,000 for this purpose was used for the preparation of vernacular literature and the purchase of co-operative books.

## HORTICULTURE

### PUBLIC GARDENS

**Bombay Municipal Gardens.**—Ten public gardens and fourteen public recreation and play grounds were maintained during the year in Bombay City. The number of visitors to the Victoria Gardens was 2,325,200 against 2,105,800 in the previous year. One hundred and twenty-two band performances were given. There were 16 performances of Indian music and also three wireless concerts.

**Empress and Bund Gardens, Poona.**—These ornamental gardens are maintained by the Agri-Horticultural Society of Western India. The weather was very favourable for garden operations during June and July but the absence of rain during August stunted growth and the plants looked faded. One-third of the total rainfall was received during the latter half of September. This heavy rain destroyed the annuals, then at their best, and killed large quantities of seedlings, but the most serious damage was done to the plots under cape gooseberries, vegetables and bananas, resulting in considerable loss in income. The amount realised from the sale of plants was Rs. 8,190 and from imported and acclimatised seeds Rs. 4,900. Mangoes fetched Rs. 900 while wedding and presentation bouquets, decorated baskets, funeral wreaths and crosses and cut-flowers realised nearly Rs. 5,000. Total receipts at the Empress Gardens were Rs. 22,700 and the expenditure Rs. 24,900.

After a lapse of nine years, the Society held a Flower Show at the Gardens in September. At the Bund Gardens receipts and expenditure amounted to Rs. 2,065 and Rs. 2,830, respectively.

# CHAPTER VI

# TRADE AND COMMERCE

## INDUSTRIES

NORTHERN DIVISION.—In Ahmedabad six factories were added during the year and one was struck off the register, leaving 190 at the close of the year. Seven new spinning and weaving mills are being constructed, four spinning mills are adding weaving sheds ; seven spinning and weaving mills are extending their weaving departments and several mills are installing additional machinery in calendering, sizing and other small departments. Although the textile industry is said generally to be in a depressed condition throughout the world, Ahmedabad agents appear to be confident that they will make profits.

Of the two textile mills at Nadiad in the Kaira district one (the Manor Mill) was closed throughout the year. There are 1,084 handlooms in Borsad Taluka where hand spinning and weaving is conducted by backward classes. The rice and flour mills worked well during the year.

The outturn of the cotton crop was below normal and therefore the ginning factories and presses in the division worked for a shorter period than usual.

In Kaira district a company started a factory for making reinforced concrete pipes.

In the Panch Mahals district the principal trade is timber and grain. Dohad continued to be the largest grain market and there was also some expansion of trade in the lime and brick industries. The manganese mines at Shivrajpur and Bamankuwa and the fire clay factory at Derol are progressing steadily.

The mill industry in Broach showed a tendency towards dullness. The riverborne trade of the ports of Tankari, Kavi and Dehej increased.

The local silk and embroidery business flourished as usual at Surat. Grass and firewood is largely exported to Bombay from Chikhli, Bulsar and Pardi Talukas. The mango crop this year was poor but it fetcehd high prices. There was a heavy fall in the price of jaggery from Rs. 3-8-0 to 1-8-0 per Surat maund.

In Thana rice, which is the main product of the district, was exported to the extent of Rs. 1 crore and 20 lakhs. Other articles of export are timber, charcoal, bricks and grass. The general slump in the market affected these exports. Bassein exports vegetables worth 3 lakhs of rupees to Bombay. The Foundry workshop at Bhiwandi is flourishing. The number of handlooms working in Bhiwandi during the year was 2,920 as against 2,810 in the previous year and they employed about 6,500 men. A co-operative society for supplying yarns to the weavers has now been started there and is in a flourishing condition. The Raymond Woollen Mills manufacture woollen cloth and export it to Bombay and Upper India. The bone mills in Thana and Kelwa afford employment to the members of the depressed classes.

**Central Division.**—The cotton crop in the district of Ahmednagar was exceptionally good. All the ginning and pressing factories in the district were at work.

In East Khandesh owing to the general depression in the cotton trade during recent years the cultivators have shown a tendency to grow other crops in preference to cotton and there has been an appreciable decrease in the acreage of cotton in favour of ground-nuts. The spinning and weaving mills at Amalner, Chalisgaon and Dhulia had a good year and so did one of the mills at Jalgaon.

The general depression which has for some years affected the mill industry at Sholapur showed no signs of lifting during the year under report. Labour unrest has affected the profits of the mills, and the mill-hands on an average lost two months' wages during the year.

The Belapur Sugar Company in the Nagar District is making satisfactory progress.

In Baramati, Taluka Bhimthadi of the Poona District, the low prices of jaggery resulted in cane being displaced by cotton and two new ginning factories in addition to the one existing before were installed and did good business. The sugar factory at Baramati remained closed.

The main product of the Satara district is the groundnut crop which grows in great profusion in the southern talukas specially in Patan which exported from a lakh to a lakh and a half rupees worth of this commodity during the year under review. The agricultural implement works at Satara Road station are doing well. Onions from Khandala and Lonand, eggs from Man and Javli and betel leaves from Koregaon were exported to Bombay on a large scale at a good profit. The trade

in grain at the three centres—Ghoti, Bhagur and Lasalgaon in the Nasik district—was normal. The few ginning factories did well.

The American Mission industries in the Ahmednagar District (wood, metal, automobile, electrical and general engineering works) have not been a commercial success. The Rawivarma Fine Arts Litho Printing Press at Malavli and the Kune Carpet Factory in the Poona District worked satisfactorily. The Textile Factory and Metal Works at Tikekar Wadi in the Sholapur District continued to show steady development.

**Southern Division.**—Unseasonable rains and the consequent reduced outturn were mainly responsible for slack trade in cotton in the Dharwar district and the Cotton Sale Societies at Hubli and Gadag did not do very well. The ginning and pressing factories in Belgaum and Bijapur found sufficient work, the Bail Hongal Presses dealing with 19,857 bales against 15,961 in the previous year while the Gokak Falls Mills (Belgaum) worked throughout the year as usual.

The trade in rice, which is confined to the Coast districts and to the Mallad tract of the Karnatak, was prosperous. Rice hullers are much in demand and though competition must needs diminish the margin of profit, the number of rice mills is steadily increasing. The trade in all districts except Ratnagiri showed profits.

Betelnut and cardamom growers of Kanara had a prosperous year and Haveri (Dharwar) which acts as a forwarding centre for this trade did good business. Trade in other commodities was normal.

The hand-loom industry, which is well established in the Karnatak districts, recorded a good year, but the looms in the Ratnagiri district had a smaller turnover than in the previous year.

Building-stone from Badami, lime stone from Bagalkot and dyed stuffs from Ilkal (Bijapur) were much in demand. The market for timber in Kanara improved and 5 out of the 6 saw mills worked satisfactorily and earned good profits.

The Dhutpapeshwar Pharmacy at Panvel and the copper and brass industries of Hubli, Alibag, Roha and Mangaon continued to do well. Cashew nuts worth Rs. 1,20,000 were roasted at Vengurla for export to Bombay. The Kanara cane and coir work industries and the cart wheel industry at Panvel (Kolaba) had a moderate year.

The export of coarse blankets from Gokak and Athni was maintained. Electric energy continued to be supplied to Bombay

from the three power houses at Bhivpuri (Karjat), Khopoli (Khalapur) and Patnus (Mangaon).

The sea fishing industry continued to thrive, especially in Kolaba.

**Bombay Suburban Division.**—There was no appreciable change in the conditions prevailing during the previous year, as the general depression in trade and industry persisted throughout the year. The electrification of the B. B. & C. I. and G. I. P. Railways between Borivli and Churchgate and between Thana and Victoria Terminus, and the opening of the Central Salsette Tramway line between Andheri and Wadhavli during the year, are likely to increase building activity in this district. Out of the four factories working in the Ambernath Taluka, the leather cloth factory and the Woollen Mills belonging to Dharamsi Morarji & Co., have gone into liquidation and their chemical factory is also working at a loss. The Swadeshi factory alone was in a flourishing condition.

**Sind.**—The local trade continued to be slack as in the previous year on account of the tightness of the money market and the failure of crops caused by floods.

Six new rice husking factories were opened during the year but 9 out of these that existed at the close of the preceding year were closed down. The factories that remained were also not fully employed, owing to the poor outturn of rice. The wheat grinding factories worked well as usual. The cotton ginning and pressing factories did not fare well, owing to insufficient work on account of the decrease in the cultivation of cotton.

The sugarcane pressing industry which is carried on on a small scale functioned as usual. The leather tannery at Pano Akil in the Sukkur district continued to work satisfactorily. There is no likelihood of the expansion of the indigenous cloth weaving industry so long as the methods employed continue to be primitive and crude.

The silken cloth industry at Rohri in the Sukkur district continued to do well. The coarse woollen cloth industry maintained its position. The cloth is consumed locally. The dyeing, lacquer work and other small industries such as those connected with earthenware, pan-grass, metal work and soap continued on their usual lines. The number of public motor services is increasing and has facilitated traffic to a considerable extent.

## THE FACTORIES ACT

The Annual Factory Report of the Bombay Presidency for the year 1927 shows that the number of factories subject to the control of the Factories Act have increased from 1,522 to 1,596, a net increase of 74. This increase was due mainly to the erection of new ginning and pressing factories particularly in the area served by the Nira Canal and to the registration of a number of small factories employing about 20 persons.

The number of operatives employed showed little variation from the previous year. The total number employed in all industries was 381,868 as compared with 382,255 in the previous year. The number employed in cotton mills was 245,509 as compared with 245,122 in the previous year. Employees in the Bombay mills decreased from 148,254 to 145,005 while in Ahmedabad they increased from 57,723 to 59,716. The opening of mills in Khandesh and Sholapur added also to employment in the textile industry. The number of operatives in the ginning and pressing industry decreased from 47,457 to 46,535. The match industry employed over 7,363 persons in the factories, but, in addition, approximately 2,000 persons found employment outside the factories in the Bombay Suburban area in the manufacture of boxes with materials supplied by the factories. Women formed 20·9 per cent. of the factory population and showed a slight decrease from the ratio of 21·2 per cent. in the previous year. This decrease is due to diminished activity in the cotton ginning and pressing industry in which a relatively high proportion are employed. The total number of women employed was 80,155 of whom 34,571 were in Bombay and 45,584 in the mofussil. The total number of children employed in factories was 6,322 of which 164 were in Bombay and 6,158 in the mofussil. The number of child workers again showed a decrease as about 750 fewer children were employed during the year. The prosecutions instituted last year in Ahmedabad against the parents and guardians of children for allowing them to work in two factories appear to have had a beneficial result since no such case was detected during the year under report. Ten factories were prosecuted during the year for irregularities with respect to the employment of children and 43 convictions secured. Eight were also prosecuted for offences relating to the employment of women and 82 convictions resulted.

The Factory Department have devised a scheme for testing the age of children presenting themselves for examination before the Certifying Surgeons. Children presenting themselves for

certification seldom possess birth certificates and the estimation of a child's age is largely a matter of opinion. It was considered some time ago that the standard of height and weight for assumed age adopted in Bombay was too severe. On the other hand in several areas it was thought that the standard was far too lax. Accordingly the Certifying Surgeons in Bombay and Ahmedabad were asked to obtain records of height and weight of school children from the same classes from which child labour is recruited and whose ages were definitely known. The result of their enquiries showed that children appear to grow 2″ each year between the ages of 12 and 15 and to gain 5 lbs. in weight between 12 and 13 and 6-7 lbs. between 13 and 14. The following standard has been devised for the guidance of Certifying Surgeons throughout the Presidency.

| Age | Height in inches | Weight in lbs. |
|---|---|---|
| 12 | 52 | 56½ |
| 13 | 54 | 61½ |
| 14 | 56 | 67½ |

The enquiry was the first of its kind in India and proved the original contention, *viz.*, that the Bombay standard was too high and mofussil standards often too low. An interesting result noted in the course of enquiry was that the physique of school children in Ahmedabad was superior to that in Bombay and that the physique of school children of the depressed classes in Ahmedabad is practically identical with that of the higher castes.

**Sanitation.**—There was a general improvement in sanitation due to the efforts of the Department and to more attention having been paid to the usually difficult problem of maintaining decent sanitary conditions with often a lack of the necessary facilities combined with ignorance and indifference on the part of the employees. In Ahmedabad a number of managers deserve credit for maintaining a fair standard notwithstanding difficulties with sweepers and the absence of a water borne sewage disposal system in the greater portion of the mill area. An extension of the Municipal drainage in this City would be of immense benefit to the mills and would also enable them to dispose of their trade waste in a more satisfactory manner than at present.

During the year a greater advance in the provision of comfortable working conditions in textile factories has been made than in any previous year. Particularly has this been the case in Ahmedabad, where, in the Weaving department of mills, working conditions have been very trying. It is hoped that by the end of the present year nine mills there will have installed special humidifying, cooling and ventilating plants in their

weaving sheds and three in their spinning departments. In addition 14 other weaving sheds will have improved their gutter systems with increased ventilation. The new mills that are being erected in Ahmedabad will be satisfactorily ventilated, cooled and humidified on modern lines. Thus by the end of the year, 33 mills will have either more efficient plant than formerly or have experimental plant under test. The mills in Sholapur have installed several special ventilating, cooling and humidifying plants that have almost revolutionized the working conditions from the point of view of comfort. Plants suitable for the hot and dry climates of Ahmedabad and Sholapur will not be so effective in Bombay. Two mills have however recently adopted somewhat similar systems. It is hoped to effect material improvements in weaving sheds in Bombay by means of air movement created by fans attached to looms and several managers are experimenting with these.

**Wages and Strikes.**—Wages generally remained steady throughout the year. The most important strikes occurred in two Bombay mills controlled by a large firm of Managing Agents. An attempt was made to introduce the recommendations of the Tariff Board respecting an increase in efficiency as an alternative to a reduction in wages. In at least one of the mills every effort was made by the management to secure efficiency. The arrangements made benefited the employer and the employee alike, says the report. Working costs were reduced but the employees received better wages. The strikes, which lasted throughout August, ended in favour of the employers. The system was extended to other mills under the same Agents but was followed in the early part of this year by an unsuccessful strike in all their mills.

**Accidents.**—A steady advance in the fencing of machinery has been made, but there was an increase in the number of accidents. The figures show that there were, during the year 1927, 59 fatal, 1,169 serious and 3,572 minor, making a total of 4,800 accidents against 49 fatal, 875 serious and 3,060 minor, total 3,984 accidents in 1926. This increase is however more apparent than real and is due to the operation of several causes. Improved reporting, increasing carefulness on the part of employers in the treatment of accidents and the extreme liberality of the railway companies in Bombay may be cited as the principal causes accounting for the increase in reported accidents. The railways in Bombay reported injuries to 2,119 persons, *i.e.*, nearly half the total, but of these only 257 were in any way connected with

machinery and these were chiefly due to flying particles from emery wheels, lathes and the like.

The safety posters prepared for use in the engineering shops of railways have been well received and have been obtained and posted in a number of other engineering shops. The Millowners' Mutual Insurance Association have recognised the value of posters as an aid in the reduction of accidents and have agreed to bear the cost of the preparation of four posters for the textile industry.

**Housing of Factory Hands.**—The continued depression in industry has doubtless hindered activities in the provision of housing. In Ahmedabad, however, two Agents are erecting 450 suitable rooms, while the Agent of a Khandesh mill who had erected 89 quarters (69 one-roomed and 20 two-roomed) prior to 1927, has erected additional 75 quarters in blocks of six or seven on plans prepared by the Consulting Surveyor to Government. The Certifying Surgeon, Ahmedabad, who has collected information, states that over 3,500 rooms have been built in the past by millowners. The greatest advance as regards the question of housing is however due to the Government of India in connexion with their factories for printing stamps and currency notes at Nasik Road where a new town housing nearly 3,000 persons has arisen.

In Bombay the chief development in recent years has been the Industrial Housing Scheme inaugurated by Government. Two hundred and seven chawls with 16,524 rooms have been built. Out of 207 chawls built, 123 have been occupied.

**Welfare Work.**—The volume of welfare work undertaken by factories has shown little, if any, diminution. Practically all Bombay mills maintain dispensaries which are to be found in 30 of the Ahmedabad mills. The welfare work undertaken in Sholapur has been noted in previous reports. Two mills in Ahmedabad maintain well-equipped hospitals. The Jubilee mill has a hospital of 16 beds with a staff of two doctors, two nurses and a compounder. A maternity scheme has also been started whose value is reflected in the following figures. Six thousand four hundred and ninety-six patients were treated in the dispensary in 1926 while 77 indoor patients were admitted to the hospital in the last two months of 1927. Of these 19 were maternity cases.

**Education of Children.**—Few large factories in Bombay employ children. Eight mills in Ahmedabad maintain schools

and a few mills in other localities. Infant schools are attached to some of the creches in Bombay and Ahmedabad, those in the Advance and Jubilee mills in the latter city being worthy of special mention.

The Labour Union in Ahmedabad has continued its educational activities. Eleven day schools and 15 night schools were maintained and education was imparted to over 1,200 students about equally divided between the day and night schools. The periodical medical examination of painters in railway workshops employed on lead processes has continued.

**Prosecutions.**—Two hundred and thirty-seven prosecutions were instituted against 46 factories by the full-time staff. They were all successful except one in which the manager absconded. Fines ranged from Re. 1 to Rs. 200 and totalled Rs. 4,125.

## THE WORKMEN'S COMPENSATION ACT

The Annual Report on the Working of the Workmen's Compensation Act, 1923, for the year 1927 showed that 1,100 employers submitted returns under section 16 of the Act. These indicated that 382,424 adults and 7,987 minors were daily employed in factories, 10,633 adults and 4 minors in mines, 4,270 adults and 1 minor in tramways, 7,377 adults and 25 minors in the Port Trust and 1,350 adults and 8 minors in various miscellaneous concerns. The total number of accidents in all these concerns was 3,189, of which 76 were fatal, 250 resulted in permanent disablement and 2,863 in temporary disablement The compensation paid for these accidents was Rs. 58,258 in respect of fatal accidents, Rs. 58,884-13-10 for permanent disablement and Rs. 48,997-13-5 for temporary disablement. These figures do not include the number of accidents to persons employed in connexion with the services of railways, as returns in regard to these are submitted direct to the Railway Board.

There were 362 applications for disposal before the different Commissioners for Workmen's Compensation in the Presidency. Of these 54 were for fatal accidents, 144 related to permanent disablement and 6 to temporary disablement. 150 applications were for distribution of compensation, and 7 for recovery of compensation already awarded.

Of the 362 applications, 14 were transferred to other Commissioners for disposal, 9 were withdrawn, 2 were summarily dismissed, 183 were admitted by the opposite party, 4 were allowed *ex-parte* and 116 applications were contested. Of the contested applications 26 were dismissed and the remainder were allowed, in whole or in part.

The total amount deposited during the year was Rs. 1,88,080, of which Rs. 1,56,515 represented fatal accidents and Rs. 31,565 non-fatal accidents as against Rs. 1,17,273 and Rs. 20,986 respectively during the previous year.

During the year, 244 applications were received for registration of agreements, of which 241 related to cases of permanent disablement and the remaining 3 were in respect of cases of temporary disablement for commutation of half-monthly payments. Of these 234 were registered.

Compensation was awarded in 273 cases as against 196 in 1926. Of these 273 cases, 268 were in respect of adults and 5 in respect of minors. Comparing the years 1926 and 1927, a marked increase is shown in the number of applications for compensation for permanent disablement. The number rose from 66 in 1926 to 132 in 1927. This appears to be due to the Act getting wider publicity. A similar increase was noticed in the number of applications for distribution, which rose from 92 in 1926 to 132 in the year under report.

Commenting on the working of the Act the Commissioner observes that an appreciable number of serious accidents take place in small concerns that are not covered by the Act. These may be purely industrial accidents resulting from the use of machinery worked with electricity or oil engines as motive power. With the spread of the use of oil engines and the introduction of electricity in District Towns and other places these accidents are bound to increase.

### BOMBAY BOILER INSPECTION DEPARTMENT

The number of boilers on the register during the year was 5,823 as compared with 5,692 in 1926-27, an increase of 131, of which 2,695 boilers were inspected and certificates issued by the Boiler Inspection Department. Ten cases of irregularities were discovered. The explanation given was accepted but in each case a warning was given. Six accidents to boilers mainly of a minor character were investigated during the year. No persons were injured in any accident. The receipts, excluding those on account of Engineers' Examination fees, were Rs. 1,44,000 as against Rs. 1,42,000 for the previous year. The year under report was the fourth full year of the working of the Department under the Indian Boilers Act, 1923, and the third full year under the Bombay Boiler Rules, 1924. Sufficient time has therefore elapsed for owners and manufacturers of boilers to have become familiar with the latest requirements of the

Act and Rules and this seems to be proved by the lessening number of interpretations on the requirements which have to be given.

## SEA-BORNE TRADE

The report for 1926-27 commented on the unsatisfactory results of that year's trading, but stated that there was some reason to hope that the worst of the storm had passed. This cautious prophecy was partly realized and partly belied. The figures of 1927-28 indicated that after several years of depression, the import trade at least turned the corner. Imports of private merchandise rose in value from Rs. 76·88 to Rs. 86·39 crores, or by nearly 12½ per cent. The figures were of course swollen by the larger arrivals of cheap American cotton, but this only accounted for Rs. 1·77 crore of the increase. The long-delayed revival of the import trade is no doubt a reflection of the better conditions prevailing in the United Kingdom and Europe generally, and in particular of the absence of serious labour trouble and the greater stability of the world's currencies. The growing confidence of the Indian consumer is in some measure shown by his increased takings of merchandise, and decreased takings of gold and silver. Bombay, which is India's great bullion market, imported in 1927-28 nearly Rs. 7¼ crores less of the precious metals than in the previous year, and Rs. 23 crores less than in the year before that. It is only the restricted import of bullion that is responsible for the small falling off in the total value of the private foreign trade. In merchandise there is a betterment of over Rs. 6 crores.

Exports expanded satisfactorily with the exception, unfortunately a most important exception, of raw cotton and cotton manufactures. The cotton year was still overshadowed by the record American crop of 1926. That crop included a great mass of low quality fibre, which competed with Indian cotton, not only in its foreign but also in its domestic markets, so much so that no less than 50,000 tons reached Bombay in the year under review. The 1926-27 crop in India was late, and the 1927-28 crop was good both in quantity and quality. These factors, coupled with the financial difficulties experienced by Japan, Bombay's best consumer, caused exports to fall by 73,000 tons, and from Rs. 40½ to Rs. 31 crores in value. Lower prices accounted for nearly Rs. 2 crores of this loss. Japan alone, with takings reduced by 80,000 tons, more than accounted for the whole contraction. Stocks in Bombay at the end of March 1928 had reached the very high figure of 925,000 bales, and it would seem that sooner or later, these must be diminished

by export. Shipments of Indian piece-goods and yarns also declined. Bombay's mill industry, despite a small spurt at the beginning of the fiscal year, has not thriven, and an attempt to put into operation certain proposals of the Textile Tariff Board, designed to make production more efficient, only resulted in a strike in January which later became general. Sufficient time has hardly elapsed to judge of the effects of the measures to aid the industry adopted by the Government of India in October 1927 as a result of the Tariff Board's report. Of other exports, seeds recorded a welcome advance of no less than Rs. 4¼ crores, oilcakes gained Rs. 53 lakhs and leather Rs. 31¾ lakhs.

The United Kingdom maintained pride of place in the total trade of Bombay, which she had regained in the previous year from Japan. Her percentage advanced from 25·19 to 28·12, but this was mainly an indirect result of the fall in the quantity and value of raw cotton shipped to Japan. Trade with the Continent of Europe improved satisfactorily from 22·97 to 26·27 per cent. America's share rose from 5·56 to 7·17 per cent. owing to the abnormal receipts of American cotton.

The volume of Bombay's trade, always excepting cotton, has increased considerably. This is particularly marked on the import side where, despite a general fall in prices, the value of the trade has risen noticeably, and the volume therefore even more.

The total trade of the Bombay Presidency was 258½ crores of rupees, 5½ crores more than in the previous year. These figures were made up as follows :—

*Foreign Trade (private)*—

Imports—114 crores 24 lakhs, an increase of 2 crores 38 lakhs ;

Exports—69 crores 59 lakhs, a decrease of 2 crores 50 lakhs; a total foreign trade of 183 crores 83 lakhs, showing a loss of 12 lakhs.

*Coasting Trade (private)*—

Imports—32 crores 94 lakhs, a decrease of 2 crores 63 lakhs ;

Exports—36 crores 85 lakhs, an increase of 6 crores 94 lakhs ;

giving a total coasting trade of 69 crores 79 lakhs, a net increase of 4 crores 31 lakhs.

Adding to this figure Government transactions amounting to 4 crores 79 lakhs the total sea-borne trade amounted to 258 crores 41 lakhs, an increase of 5 crores 50 lakhs.

The gross revenue collected by the Bombay Custom House rose from Rs. 12 crores 16½ lakhs to Rs. 12 crores 49 lakhs.

## FOREIGN TRADE OF THE PORTS OF BOMBAY AND KARACHI

The following table shows the value to the nearest lakh of the Foreign Import and Export trade of the ports of Bombay and Karachi grouped according to classes shown in Government accounts :—

### Imports

| | Lakhs | Increase or decrease in 1927-28 Lakhs |
|---|---|---|
| **BOMBAY** | | |
| Food, drink and tobacco .. .. .. | 1,018 | + 67 |
| Raw materials and produce and articles mainly unmanufactured .. .. .. | 1,363 | + 274 |
| Articles wholly or mainly manufactured .. | 6,080 | + 600 |
| Living animals .. .. .. .. | 16 | — 3 |
| Postal articles not specified .. .. .. | 159 | + 13 |
| Total .. | 8,636 | + 951 |
| **KARACHI** | | |
| Food, drink and tobacco .. .. .. | 545 | — 161 |
| Raw materials and produce and articles mainly unmanufactured .. .. .. | 157 | + 18 |
| Articles wholly or mainly manufactured .. | 1,876 | — 26 |
| Postal articles not specified .. .. .. | 63 | + 5 |
| Total .. | 2,641 | — 164 |

### Exports

| | | |
|---|---|---|
| **BOMBAY** | | |
| *Indian Produce and Manufacture* | | |
| Food, drink and tobacco .. .. .. | 343 | + 39 |
| Raw materials and produce and articles mainly unmanufactured .. .. .. | 4,668 | — 409 |
| Articles wholly or mainly manufactured .. | 899 | — 135 |
| Postal articles .. .. .. .. | 113 | + 7 |
| Total .. | 6,023 | — 498 |
| **KARACHI** | | |
| *Indian Produce and Manufacture* | | |
| Food, drink and tobacco .. .. .. | 744 | — 295 |
| Raw materials and produce and articles mainly unmanufactured .. .. .. | 1,937 | — 60 |
| Articles wholly or mainly manufactured .. | 31 | + 6 |
| Living animals .. .. .. .. | $\frac{1}{2}$ | + $\frac{1}{6}$ |
| Postal articles .. .. .. .. | 6 | + 1 |
| Total .. | 2,718$\frac{1}{2}$ | + 242$\frac{1}{6}$ |

BOMBAY

*Foreign Merchandise*

| | Lakhs | Increase or decrease in 1927-28 Lakhs |
|---|---|---|
| Food, drink and tobacco .. .. .. | 72 | + 28 |
| Raw materials and produce and articles mainly unmanufactured .. .. .. | 306 | + 89 |
| Articles wholly or mainly manufactured .. | 303 | + 40 |
| Living animals .. .. .. .. | 3 | .. |
| Postal articles .. .. .. .. | 9 | — 1 |
| Total .. | 693 | + 156 |

KARACHI

*Foreign Merchandise*

| | | |
|---|---|---|
| Food, drink and tobacco .. .. .. | 18 | — 5 |
| Raw materials and produce and articles mainly unmanufactured .. .. .. | 63 | — 13 |
| Articles wholly or mainly manufactured .. | 59 | — 9 |
| Articles re-exported by post .. .. | .. | .. |
| Total .. | 140 | — 27 |

**Total Export, Bombay—6,716 lakhs, a decrease of 342 lakhs.**
**Total Export, Karachi—2,858 lakhs, an increase of 215 lakhs.**

CHIEF PORT—BOMBAY

The foreign trade of the Presidency proper is virtually confined to its chief port—Bombay. The aggregate value of the foreign trade (private) of Bombay declined further by Rs. 12·87 lakhs to Rs. 184 crores. But if treasure be excluded, it will be seen that Bombay's foreign trade improved by Rs. 6 crores or 4 per cent. to Rs. 153 crores. The foreign trade of Calcutta improved by Rs. 15 crores or 7 per cent. to Rs. 222 crores and that of Karachi by Rs. 50·39 lakhs or about 1 per cent. to Rs. 55 crores. Imports of merchandise into Bombay and Calcutta improved by 12 per cent. and 4 per cent. respectively, while those into Karachi fell by about 6 per cent. Cotton manufactures, raw cotton, grain, pulse and flour, railway plant and rolling stock, metals and ores, artificial silk, dyeing and tanning substances and fruits and vegetables mainly accounted for the increase at Bombay, and machinery and millwork, oils, metals and ores, cotton manufactures, salt and cotton twist and yarn for the increase at Calcutta, while cotton manufactures and sugar were chiefly responsible for the decrease at Karachi. On the other hand there were noticeable decreases in sugar at Bombay and sugar and spices at Calcutta, while there were larger receipts of metals at Karachi.

Exports of Indian produce declined by Rs. 4·98 crores or nearly 8 per cent. to Rs. 60·24 crores at Bombay, but improved by Rs. 11·34 crores or 9 per cent. to Rs. 137·67 crores at Calcutta and by Rs. 2·42 crores or 10 per cent. to Rs. 27·19 crores at Karachi. Raw cotton, cotton twist and yarn and cotton manufactures were chiefly responsible for the decrease at Bombay; raw jute, tea, lac, raw hides and skins, seeds and jute manufactures mainly accounted for the increase at Calcutta and grain, pulse and flour at Karachi. On the other hand there were marked increases in seeds, oilcakes and leather at Bombay, while there were heavy decreases in shipments of raw cotton and seeds at Karachi.

The total value of the private coasting trade excluding treasure improved by Rs. 4·38 crores to Rs. 61·98 crores. Imports declined, but exports improved. Of the principal articles under imports raw cotton, rice, wheat and spices recorded notable decreases. Under exports shipments of cotton piecegoods, cotton twist and yarn and raw cotton improved markedly.

## FOREIGN TRADE

### IMPORTS

The total value of the imported merchandise improved by Rs. 9·51 crores to Rs. 86·36 crores. The increase in value was most marked in cotton manufactures, raw cotton, grain, pulse and flour, railway plant and rolling stock, metals and ores, artificial silk, dyeing and tanning substances, fruits and vegetables, motor cars and motor cycles, wool manufactures (including yarn and knitting wool), precious stones, raw silk, coal and coke, rubber, silk manufactures (including yarn), instruments and apparatus and oils. On the other hand there were noticeable decreases in sugar, tobacco, tea and spices.

The details of trade in the most important articles are dealt with in the succeeding paragraphs.

**Coal.**—Imports of foreign coal advanced by 89,072 tons to 207,099 tons in quantity and by Rs. 19·24 lakhs to Rs. 45·45 lakhs in value owing to larger receipts from Natal, the United Kingdom, Portuguese East Africa and Japan. Australian shipments declined. The increase in the arrivals from the United Kingdom was due to the partial revival of the industry after the disastrous coal strike of 1926. Consequently it is not surprising that Bengal coal lost some ground, but though receipts did not attain last year's high figures, they were far larger than in 1925-26 and preceding years. English coal prices showed

a downward trend throughout the year. The prices of Natal and Bengal coal were steady during the first half of the year (April to September), but declined thereafter.

**Dyeing and Tanning Substances.**—Imports under this head further improved from Rs. 1·42 crore to Rs. 1·83 crore, mainly owing to larger arrivals of coal tar dyes from Germany, whose share in the total imports was nearly 56 per cent. The trade was no doubt stimulated by the removal of the import duty of 15 per cent. with effect from 1st October 1927.

**Hardware.**—This is a comprehensive head including a large variety of miscellaneous articles such as agricultural implements, other implements and tools, builders' hardware, domestic hardware, enamelled ironware, lamps, safes, stoves, gas mantels, etc. The value of the imports increased by Rs. 6·61 lakhs to Rs. 1·63 crore owing to larger arrivals from the United Kingdom and Germany, whose despatches amounted to Rs. 53·13 lakhs and Rs. 63·26 lakhs as against Rs. 45·77 lakhs and Rs. 58·41 lakhs respectively in the previous year. Germany continued to be the largest supplier, her share improving further from 37 to nearly 39 per cent. of the total imports. The share of the United Kingdom also rose from 29 to over 32 per cent. Imports from the United States of America and Japan fell considerably.

**Machinery and Millwork.**—After five consecutive years of decline, imports under this head have at last improved, if only slightly. The total value advanced by Rs. 1·51 lakh to Rs. 4·31 crores and despite the depression of the cotton mill industry, even the value of textile machinery rose by Rs. 20 lakhs. Increases were also recorded under boilers, metal working machinery, oil crushing machinery and shuttles. Receipts of electrical machinery receded further by Rs. 22 lakhs and those of prime movers (other than electrical) also recorded a slight fall. Of the total imports the share of the United Kingdom, by far the largest supplier, declined from 82·3 to 79·1 per cent. The share of Germany, on the other hand, increased from 6·3 to 7·7 per cent., and that of the United States of America maintained its level of the preceding year.

One of the results of the Textile Tariff Board was the removal of the 2½ per cent. duty on machinery with effect from 1st October 1927.

**Matches.**—Imports of matches fell further from 1,432,000 to 745,000 gross of boxes in quantity and from Rs. 14·35 lakhs to Rs. 7·83 lakhs in value due chiefly to reduced shipments from Sweden, Czechoslovakia and Norway. Japan sent only 5,000 gross of boxes as against 7,000 gross of boxes in the previous

year. Sweden continued to be the chief source of supply, her share in the total imports being 84 per cent. as against 88 per cent. in the previous year. There were no imports of undipped splints, veneers and empty match boxes in the year under review. The contraction in imports of matches is largely due to the growth of local manufacture. Imports of match-wood, mostly from Japan and Germany, for the manufacture of splints and boxes rose from 573,000 cubic feet valued at Rs. 12·34 lakhs to 677,000 cubic feet of the value of Rs. 13·28 lakhs.

**Metals and Ores.**—In the year under review the British iron and steel industry was striving hard, with no small measure of success, to recover from the effects of the disastrous coal strike in 1926, and to consolidate its position. British exporters to Bombay did not altogether win back the 51,000 tons which they lost in 1926-27, but were able to send 37,398 tons more than in the preceding year. The total tonnage received was nearly 126,000 and the value increased by nearly Rs. 54 lakhs. Belgian products were the chief rivals to British, and that country's despatches advanced from 72,000 to 93,000 tons.

Imports of brass fell further by Rs. 8 lakhs to Rs. 1·27 crore. Receipts of mixed or yellow metal for sheathing from the United Kingdom and France increased by Rs. 9·7 lakhs and Rs. 2·86 lakhs respectively; but that was more than counterbalanced by the decrease of Rs. 17·83 lakhs in German supplies, though the total imports recorded a small quantitative increase. Under copper imports of sheets from Germany fell by 76,374 cwt. in quantity and by Rs. 30·79 lakhs in value; while arrivals from the United Kingdom and France improved by Rs. 14·48 lakhs and Rs. 6·66 lakhs respectively. The increase in German silver was due to larger supplies from Austria. Imports of circles, the chief item under aluminium, improved by 16,345 cwt. in quantity and by Rs. 12·61 lakhs in value as a result of larger supplies from the United Kingdom, Switzerland, France and the United States of America. Imports of tin improved from 10,572 cwt. to 16,810 cwt. in quantity and from Rs. 20·3 lakhs to Rs. 31·84 lakhs in value owing to larger arrivals from the Straits Settlements, the principal supplier.

**Motor cars and motor cycles.**—The value of the total trade in motor cars, cycles, commercial vehicles and parts and accessories expanded from Rs. 1·58 crore to Rs. 1·83 crore. Doubtless the reduction of the duty from 30 per cent. to 20 per cent. *ad valorem* on 1st April 1927 stimulated imports of private cars, whose number rose from 3,573 to 4,093 and value from Rs. 95·13 lakhs to Rs. 1·12 crore. Arrivals of Canadian cars

declined further from 1,206 to 1,138, but those from the United States of America rose from 570 to 908. The United Kingdom recorded a noticeable advance with 1,240 as against 928 cars in the preceding year. The average declared value of the British cars fell markedly, from Rs. 3,893 to Rs. 3,241. French shipments declined from 291 to 234 and Italian from 522 to 515. Imports of motor cycles improved from 283 to 332 owing to larger arrivals from the United Kingdom which has practically the whole market. Imports of commercial vehicles increased further by 350 to 1,951 in number and by Rs. 3·8 lakhs to Rs. 33·26 lakhs in value, mainly owing to larger arrivals from Canada. The United Kingdom also increased her shipments by 35, but the despatches from the United States of America contracted by 14.

**Oils.**—Imports of mineral oils from foreign countries increased by 12¾ million gallons to over 76 million gallons as a result of larger arrivals of kerosene and fuel oils. The rise of 8¼ million gallons was due almost entirely to arrivals of bulk oil from Persia, Georgia and the United Kingdom. The receipts from the United Kingdom can apparently be explained by the arrival in Eastern waters of a newly built tanker. The receipts from Georgia, however, represent "Russian" oil, whereas the receipts from Persia are of kerosene intended to fight the "Russian" kerosene imported under American auspices. The increase in arrivals from Georgia was almost exactly counterbalanced by a decrease in the arrivals from the United States. Arrivals from Burma declined by nearly half a million gallons. Prices of foreign kerosene were steady up to the end of September 1927, but the "oil war" then led to a remarkable decline in declared values. At the end of March 1928, the figure was 4¼ annas per gallon, as against the figure of 10 annas ruling before the "war" started. Shipments of fuel oils from Persia improved by over 5¾ million gallons. Imports from British Borneo fell by 3 million gallons, but Sumatra sent for the first time 1½ million gallons in the year under review. Imports of foreign lubricating oils increased by 281,744 gallons in quantity but declined by Rs. 5·78 lakhs in value. Imports from Sumatra amounted to 866,865 gallons against none in the previous year, but this increase was counterbalanced by a decrease of 683,007 gallons in the arrivals from the United States of America. There were no imports of foreign petrol, the whole supply coming from Burma. Imports advanced from 1,074,000 to 1,518,000 gallons.

**Postal articles not specified.**—The five specified articles, *viz.* (1) gold and silver thread, (2) cinematograph films,

(3) jewellery, (4) precious stones and (5) cigarettes are included under the relative heads in the general imports and excluded from this head. The total value of postal articles not specified improved by Rs. 13·69 lakhs to Rs. 1·59 crore, of which the value of imports from the United Kingdom was Rs. 89·93 lakhs as against Rs. 82·86 lakhs in the preceding year. The number of parcels assessed at this port increased from 218,556 to 231,828 and that of letter packets found to contain dutiable articles from 44,220 to 52,744. The duty collected on parcels improved from Rs. 21·44 lakhs to Rs. 23·66 lakhs and the amount realised on letter packets from Rs. 8·48 lakhs to Rs. 9·66 lakhs.

**Precious stones and pearls, unset.**—Imports of precious stones, consisting almost entirely of diamonds, improved from Rs. 40·06 lakhs to Rs. 53·98 lakhs owing to larger arrivals from Belgium, which were valued at Rs. 35·08 lakhs as against Rs. 20·73 lakhs last year. Arrivals of pearls increased by Rs. 6·25 lakhs to Rs. 40·73 lakhs owing to larger shipments from other Native States in Arabia.

**Railway plant and rolling stock.**—Imports on private account improved from Rs. 88·55 lakhs to Rs. 176·63 lakhs, due to larger arrivals of carriages and parts, and sleepers and keys of steel and iron. Imports of carriages and parts, principally from the United Kingdom, increased by Rs. 54·77 lakhs to Rs. 88·7 lakhs owing mainly to the importations of carriages for the electrification of the B. B. and C. I. Railway. The share of the United Kingdom in the total imports was 75 per cent. as against 53 per cent. in the preceding year. Shipments from Belgium advanced further from Rs. 18·45 lakhs to Rs. 30·23 lakhs, but those from Germany were valued at Rs. 2·55 lakhs only as against Rs. 14·59 lakhs in the preceding year. Imports of railway materials on Government account amounted to Rs. 1·38 crore as against Rs. 75·22 lakhs in the previous year.

**Sugar.**—During the year under report, supplies of sugar in the world market were plentiful. The result was a considerable decline in prices. The spot price of Java, 23 Dutch standard and above, stood at Rs. 16-2-0 per cwt. at the beginning of the fiscal year in Bombay, and remained steady till the middle of May. Thereafter, prices persistently declined, subject of course to a few fluctuations, till the price reached the lowest level of the year, *viz.*, Rs. 14-0-0 at the end of February 1928. In March, however, a reaction started. Merchants were somewhat cautious of operating on a falling market, and British India as a whole imported nearly a hundred thousand tons less than in the previous year. The chief fall was in Sind, but the Bengal figures

also contracted. The Bombay imports, however, only declined from 184,400 tons to 178,000 tons. Despite this, duty receipts rose from Rs. 141½ lakhs to Rs. 150½ lakhs which indicates that there were considerable clearances from Bond. Bombay importers had an additional reason for caution in placing forward orders for the 1927 season, because when the season started, it was not known what, if any, action Government would take on the Kathiawar question. Failing an agreement with the States concerned, the Government of India reimposed the Viramgam land customs line with effect from 4th July 1927. There were of course considerable stocks of Kathiawar sugar already in the country, but the increase in duty collected at Bombay, coupled with the decline in imports, unimportant when compared with India as a whole, go to prove that the re-imposition of the Viramgam land customs line is affording a valuable safeguard to the Customs revenue of British India. Java was the chief source of supply to the Bombay market, receipts from that country having expanded from 90,000 tons to 159,000 tons. Supplies of beet sugar, however, contracted from 87,000 tons to 15,000 tons. This was due to Java prices being more favourable.

**Tea.**—Imports of foreign tea fell by 1 million lb. to 4¾ million lb. in quantity and by Rs. 10·27 lakhs to Rs. 40·03 lakhs in value. Arrivals of black tea from Ceylon improved by 300,000 lb. to 720,000 lb. in quantity and by Rs. 2·87 lakhs to Rs. 6·39 lakhs in value, but those from Java declined by 100,000 lb. to 712,000 lb. in quantity and by Rs. 1 lakh to Rs. 4·34 lakhs in value. Arrivals of green tea from China fell by 1¼ million lb. to over 2¾ million lb. in quantity and by Rs. 12·22 lakhs to Rs. 26·28 lakhs in value. Imports from Calcutta rose further from 1½ million lb. to 3½ million lb. in the year under review. Exports of Indian tea fell further from 1,333,000 lb. to 693,000 lb. in quantity and from Rs. 15·21 lakhs to Rs. 8·02 lakhs in value, owing mainly to smaller shipments to Mesopotamia and Persia.

**Textiles—**

**Cotton, raw.**—Receipts of abnormally cheap American cotton from the record crop of 1926 continued during the year under report, with the result that imports of foreign cotton advanced by 21,000 tons to 66,000 tons in quantity and by Rs. 1·77 crore to Rs. 6·74 crores in value. Imports from the United States of America actually rose from 30,000 tons, including about 5,000 tons shipped from the United Kingdom, to 50,000 tons. Kenya Colony sent 13,000 tons, an increase of 518 tons over the figure of the previous year. Of the 14,000 tons of African cotton

2,000 tons were re-shipped to the United Kingdom, over 200 tons to Japan and 400 tons to the Continent of Europe, the balance being apparently consumed by the Indian mills.

**Cotton Piece-goods.**—In the year 1926, the cotton piece-goods market was depressed by unstable prices and a falling market, but at the beginning of 1927, prices began to advance, and profits were made. In the year under report, a considerable advance took place in the price of raw cotton, and this, coupled with stable exchange and improved trade conditions in general, encouraged importers to make forward contracts and imports improved by nearly 34 per cent. in quantity, and by less than 16 per cent. in value. The actual volume of imports was greater than in any year since 1921-22, except in the case of white piece-goods which arrived in larger quantities in 1924-25. The total value of imported piece-goods (including fents) improved by Rs. 1·9 crore to Rs. 14·09 crores, towards which coloured piece-goods contributed Rs. 6·14 crores, whites Rs. 3·64 crores and greys Rs. 3·44 crores. Coloured and greys recorded large increases of Rs. 76·51 lakhs and Rs. 72·76 lakhs respectively, but the increase under whites was only Rs. 72·2 lakhs. The share of the United Kingdom in the total piece-goods trade fell from 70 to 65 per cent. while that of Japan improved from 18 to 22 per cent. Under greys, long cloth and shirtings and sheetings are the chief items, the bulk of which was supplied by Japan whose share improved from 61 to 69 per cent. Imports of Japanese long cloth and shirtings increased by Rs. 66 lakhs to Rs. 1·88 crore, and of sheetings by Rs. 10·56 lakhs to Rs. 32·8 lakhs. Of the total imports of whites, British supplies constituted 85·5 per cent. as against 87·2 per cent. in the preceding year. The principal varieties are (1) mulls, (2) long cloth and shirtings, (3) nainsooks and (4) dhoties, saris and scarves, the bulk of which came from the United Kingdom. The United Kingdom was responsible for Rs. 61·56 lakhs out of the Rs. 76·51 lakhs improvement under coloured, but the value of Japan's shipments also rose from Rs. 55·03 lakhs to Rs. 76·33 lakhs.

**Cotton Yarn.**—Imports of cotton yarn advanced slightly by 342,000 lb. to 28½ million lb. in quantity and by Rs. 1·16 lakh to Rs. 3·71 crores in value. Arrivals from Japan declined further by 5½ million lb. to 13¼ million lb. in quantity and by Rs. 49·65 lakhs to Rs. 1·87 crore in value owing to reduced shipments of higher counts, notably 31-40s., imports of which fell from 10 million lb. to 4½ million lb. British yarn, mostly of higher counts, also fell by 1¼ million lb. to 7 million lb. in quantity and by Rs. 15·3 lakhs to

Rs. 1·08 crore in value. Receipts from China, on the other hand, advanced further from 616,000 lb. to 7 million lb. in quantity and from Rs. 5·42 lakhs to Rs. 66·53 lakhs in value and those from Hongkong from 14,600 lb. to 802,000 lb. in quantity and from Rs. 20,000 to Rs. 4·92 lakhs in value. Imports of mercerised cotton yarn again expanded by 1¼ million lb. in quantity and by Rs. 23·58 lakhs in value. Japan contributed about 95 per cent. of this trade, the balance being supplied by the United Kingdom. In the following table the production of yarn in the Bombay Presidency is compared with the imports from abroad. Although 93 per cent. of the production of the mills in the Bombay Presidency is of lower counts, the spinning of higher counts shows a further improvement in the year under review :—

(The figures are shown in millions.)

| | Yarn imported | | | Yarn locally produced | | |
|---|---|---|---|---|---|---|
| | 26s. to 30s. | 31s. and upwards | Total yarn. | 26s. to 30s. | 31s. and upwards | Total yarn. |
| | Lb. | Lb. | Lb. | Lb. | Lb. | Lb. |
| 1923-1924 .. .. | ·84 | 11·77 | 23·55 | 41·95 | 15·93 | 398 |
| 1924-1925 .. .. | ·63 | 15·55 | 27·31 | 50·48 | 19·85 | 474 |
| 1925-1926 .. .. | ·42 | 15·51 | 26·65 | 51·12 | 19·00 | 423 |
| 1926-1927 .. .. | ·25 | 15·54 | 28·28 | 56·51 | 30·41 | 512 |
| 1927-1928 .. .. | ·14 | 15·42 | 28·62 | 55·82 | 35·99 | 492 |

With effect from 22nd September 1927 a specific duty of 1½ annas per lb. was imposed on all imported cotton twist and yarn, and cotton sewing or darning thread valued at Rs. 1-14-0 per lb. or under. Goods costing more than that figure pay 5 per cent. *ad valorem*.

**Silk.**—Imports of raw silk rose further by 310,000 lb. to 1,508,000 lb. in quantity and by Rs. 19·7 lakhs to Rs. 88·36 lakhs in value. This was due to larger shipments from Hongkong which amounted to 294,000 lb. valued at Rs. 17·24 lakhs as against 59,000 lb. of the value of Rs. 3·6 lakhs last year. Arrivals from China and Japan also recorded small increases. Imports of silk yarn, noils and warps improved further by 187,000 lb. to 1,156,000 lb. in quantity, though their value advanced but slightly as a result of reduced prices. All the supplying countries except France increased their supplies.

Imports of silk piece-goods, the most important item in the group, rose further by 2 million yards to over 16¾ million yards

in quantity and by Rs. 14·05 lakhs to Rs. 1·99 crore in value. Shipments from Japan, Hongkong and France, notably from the first named country, were larger, while those from China and the United Kingdom fell away. Arrivals of silk mixtures advanced by 276,000 yards to nearly 2 million yards in quantity and by Rs. 3·28 lakhs to Rs. 26·5 lakhs in value owing to larger imports from all the supplying countries, especially from Japan and France.

The artificial silk trade continued its remarkable advance. The outstanding feature of the year was the stability of prices, which perhaps reflects the efforts of the leading producers in all countries to encourage manufacturers to place forward orders. Imports of yarn rose by 1 million lb. to 6 million lb. in quantity and by Rs. 30·89 lakhs to Rs. 1·22 crore in value, and those of piece-goods of cotton and artificial silk by 3 million yards to 28½ million yards in quantity and by Rs. 24·13 lakhs to Rs. 2·21 crores in value. Yarn was supplied chiefly by Italy, the United Kingdom and France, and the piece-goods by Switzerland, Italy, the United Kingdom, Germany and Austria.

One of the results of the Textile Board recommendations was the reduction of the duty on artificial silk yarn and warps and artificial silk thread from 15 to 7½ per cent. with effect from 1st October 1927.

**Wool, Raw and Manufactured.**—Imports of raw wool improved by 45,000 lb. to 4 million lb. in quantity and by Rs. 4·82 lakhs to Rs. 30·12 lakhs in value owing chiefly to larger arrivals from Persia, the United Kingdom and Australia. Imports from Mesopotamia declined. Receipts of yarn and knitting wool were somewhat greater, owing to larger supplies from Germany, though the United Kingdom and France supplied less. Imports of woollen piece-goods, the most important item in this group, improved further by Rs. 14·19 lakhs to Rs. 1·4 crore, mainly as a result of larger shipments from the United Kingdom and Germany. Arrivals from Belgium receded both in quantity and value. The United Kingdom, the principal source of supply, shipped 58 per cent. of the total imports. Most of the other manufactures of wool, particularly carpets and rugs showed increases.

## FOREIGN MERCHANDISE

### EXPORTS

Articles were re-exported from Bombay to the value of Rs. 694 lakhs.

The entrepôt trade of Bombay very largely recovered from the setback noticed during the preceding last two successive

years. The total value of foreign merchandise re-exported expanded by Rs 1·56 crore to Rs. 6·94 crores, mainly owing to larger re-shipments of raw hides and skins and of sugar. The value of cotton manufactures improved by Rs. 10·4 lakhs as a result of greater re-shipments of grey piece-goods to Mesopotamia, Bahrein Islands and Italian East Africa, although Portuguese East Africa decreased her takings. Better demand from other Native States in Arabia, Bahrein Islands, Aden, Muscat and Mesopotamia led to an improvement of 9,084 tons and Rs. 28·18 lakhs under sugar. Re-shipments of raw cotton advanced from 2,000 tons to 2,800 tons in quantity and from Rs. 36·39 lakhs to Rs. 44·15 lakhs; the United Kingdom, Italy and China proved better customers, but Japan took less. Re-exports of raw hides and skins, which consisted almost entirely of Persian fur-bearing skins, improved further by 107 tons to 431 tons in quantity and by Rs. 76·79 lakhs to Rs. 1·92 crore in value, due to larger re-shipments to the United Kingdom.

## INDIAN PRODUCE AND MANUFACTURES

For the fourth year in succession the total value of Indian produce and manufactures exported declined. This was entirely due to the poor shipments of raw cotton, which were still handicapped by the record American crop of 1926, and of cotton piece-goods and yarns. Apart from this black spot, exports expanded satisfactorily, especially those of seeds, which gained Rs. 4¼ crores. There were also noticeable increases in the shipments of oilcakes, leather, spices, metals and ores, grain, pulse and flour, myrabolams, raw wool, tobacco and raw hides and skins. Of the remaining items the following deserve notice. Exports of oilcakes expanded by Rs. 53·13 lakhs to Rs. 1·43 crore as a result of better trade in groundnut cake with Germany, the United Kingdom, the Netherlands and Belgium and in linseed cake with the United Kingdom and Belgium. Shipments of spices rose from Rs. 53·42 to Rs. 69·54 lakhs, owing to larger despatches of pepper to Egypt, the Straits Settlements, the United Kingdom and the United States of America. The increase of Rs. 13·41 lakhs in myrabolams was mainly a result of larger takings by the United States of America. Exports of tobacco, unmanufactured, rose by Rs. 10·4 lakhs to Rs. 34·42 lakhs owing to larger shipments to Aden and Dependencies. Exports of tea fell further by Rs. 7·19 lakhs to Rs. 8·02 lakhs, owing to smaller demands from Mesopotamia and Persia.

**Grain, Pulse and Flour.**—Wheat, wheat flour and rice are the most important items under this head. Exports of wheat

fell further by 4,562 tons to 1,836 tons in quantity and by Rs. 6·6 lakhs to Rs. 5·12 lakhs in value, owing mainly to a cessation of shipments to the United Kingdom. Exports of wheat flour recorded a slight improvement in quantity but a decline in value. Shipments to other Native States in Arabia increased by 3,414 tons in quantity and by Rs. 7·05 lakhs in value, but this increase was counterbalanced by smaller shipments to Persia, Aden, Kenya Colony and Ceylon. Exports of rice improved by 3,727 tons to 19,793 tons in quantity and by Rs. 6·7 lakhs to Rs. 49·58 lakhs in value, due chiefly to larger takings by Bahrein Islands and Portuguese East Africa. Exports of jawar and bajri increased further by 4,742 tons to 18,866 tons in quantity and by Rs. 13·1 lakhs to Rs. 32·1 lakhs in value as a result of increased shipments to Other Native States in Arabia, Aden and Italian East Africa. Shipments of other food grains also improved slightly.

**Hides and Skins (Raw and Tanned).**—The trade in raw hides recovered from the setback noticed last year and exports improved from 398 tons valued at Rs. 5·73 lakhs to 575 tons valued at Rs. 9·45 lakhs, owing to better trade with Germany which took 523 tons as against 161 tons last year. Exports of tanned hides also improved by 669 tons to 1,614 tons in quantity and by Rs. 23·88 lakhs to Rs. 57·46 lakhs in value, owing in the main to better demand from the United Kingdom. The quantitative improvement noticed in the exports of raw skins in the two preceding years was not maintained, as shipments fell by 381 tons to 4,195 tons, but nevertheless firm prices enhanced the value of the shipments by Rs. 5·26 lakhs to Rs. 71·71 lakhs. Germany alone increased her takings from 73 tons and 278 tons. Shipments of tanned or dressed skins advanced further from 800 tons to 900 tons in quantity and from Rs. 43·58 lakhs to Rs. 50·74 lakhs in value owing almost entirely to brisker demand from the United Kingdom.

**Metals and Ores.**—Manganese ore is the principal item in this group. Exports of this ore from the whole of British India improved from 536,000 tons to 704,000 tons in the year under review. Shipments from Bengal, Bombay and Madras improved by 122,000 tons, 39,000 tons and 6,000 tons respectively. The improvement in Bombay's shipments was a result of larger purchases by the United Kingdom, Germany, Belgium and the Netherlands. Shipments to France and Italy declined.

**Seeds.**—Oilseeds rank second only to raw cotton in the export trade of Bombay and the year's figures record a welcome

expansion. The British oilseed crushing industry had only a moderately satisfactory year, as keen competition from Continental mills was again experienced, but the home demand was fairly constant. Though the quantity of oilseeds imported and used in the United Kingdom was again lower and less than average, a large share in the industry appeared to have reverted to Continental countries whence there was a good demand for Indian seed. All the principal varieties exported from Bombay except rape seed recorded increases. Shipments of linseed increased by 10,000 tons to 89,000 tons in quantity and by Rs. 13·78 lakhs to Rs. 1·9 crore in value owing to larger demand from all the principal customers except the United Kingdom, Belgium and Spain. The increase in exports of sesamum was due to better trade with Italy, France and the Netherlands, and that in cotton seed was solely the result of large despatches to the United Kingdom, which took 130,000 tons as against 35,000 tons in the previous year. The Indian product was in demand because Egyptian prices were firm. Exports of castor seed improved by 36,000 tons to 91,000 tons in quantity and by Rs. 80·18 lakhs to Rs. 1·89 crore in value, mainly owing to larger demands from the United States of America, the United Kingdom, France and Belgium. The increase in groundnuts was indeed remarkable, and justified the additional acreage sown. Shipments advanced by 92,000 to 142,000 tons in quantity and by Rs. 2·26 crores to Rs. 3·52 crores in value, the United Kingdom and all the principal Continental countries proving good customers.

**Textiles—**

**Cotton, Raw.**—During most of the fiscal year 1927-28 the Bombay cotton market was still under the deadening influence of the record American crop of 1926, which not only proved a serious competitor to Indian cotton in foreign consuming centres but successfully invaded the Indian domestic market. Up to the end of March 1927, about 30,000 tons of American cotton had reached Bombay, and 50,000 tons more arrived during the year under report. The 1927 American crop was finally estimated at 12,950,000 bales of 500 lb. equivalent to 16,187,500 Indian bales of 400 lb. each. As this figure was a long way below the preceding year's record, prices of course tended upwards. The Indian crop of 1926-27 was estimated at 4,973,000 bales and of 1927-28 at 5,480,000 bales, mostly of good quality. It was also late. These factors, together with the financial difficulties experienced by Japan, Bombay's best customer, led to a further restriction of exports, which fell

from 385,459 to 312,382 tons in quantity and from Rs. 40½ to Rs. 31 crores in value. The contraction of 73,000 tons was more than accounted for by Japan's reduced takings, which were 80,000 tons less than in the preceding year. Shipments to the United Kingdom and the Continent, however, were distinctly better. The stocks in Bombay at the end of March 1928 amounted to no less than 925,000 bales, as compared with 593,000 bales a year earlier.

**Cotton Manufactures.**—As a result of the Tariff Board enquiry into the Indian cotton textile industry, the duty on machinery and component parts and on the chief mill stores, including coal tar dyes, was remitted with effect from 1st October 1927. Further, the duty on artificial silk yarn and warps and artificial silk thread was reduced from 15 to 7½ per cent. and a minimum duty of 1½ annas a pound imposed on all imported cotton yarn. Sufficient time has hardly elapsed since these measures were taken to observe their effects, but the Bombay mill industry is still doing badly. Some of the mills tried to put into practice some of the Tariff Board's recommendations as to more efficient working, but a strike ensued which speedily developed into a general strike which was not over at the end of the fiscal year.

The year opened favourably with prices following the rise in the raw material. But in May and June buyers lost confidence and stocks began to rise. Then came the serious floods in Gujarat and Kathiawar, which caused considerable dislocation to the off-take of goods, and restricted new business from that area. The publication of the first Bureau report in August led to great activity in raw cotton, and the cloth market similarly became active on speculative buying, based on bullish crop reports. As a result, stocks soon showed a welcome decrease, but as from the middle of September cotton weakened, much of the speculative purchases was thrown back on the market at a loss, and hindered further business.

During the year production of cotton yarn fell away but that of piece-goods showed a further increase. The Gulf ports and East Africa are the principal markets for Indian cotton piece-goods. The total shipments during the year fell by 25 million yards to 125 million yards in quantity and by Rs. 78 lakhs to Rs. 3·89 crores in value, mainly as a result of reduced shipments of coloured piece-goods to Mesopotamia, Persia, Other Native States in Arabia and Portuguese East Africa. Shipments to Tanganyika Territory, Anglo-Egyptian Sudan, Kenya Colony and Siam recorded appreciable increases.

Smaller demands from most of the countries in East Africa, Aden, Bahrein Islands, Persia and Mesopotamia were responsible for the decrease in greys ; but shipments to Portuguese East Africa, Anglo-Egyptian Sudan and Egypt recorded noticeable increases.

Coloured piece-goods constituted 86 per cent. and greys 13 per cent. of the export trade.

**Cotton Yarn.**—The position in the yarn market was far from satisfactory throughout the year, and though the number of idle spindles increased practically from month to month till the end of December 1927, stocks, instead of falling, rose. Early in 1928 the strike put an end to production.

The recovery in the exports of yarn noticed last year was not maintained, shipments having fallen by 17 million lb. to 24 million lb. and by Rs. 1·22 crore to Rs. 1·84 crore owing chiefly to smaller despatches to Hongkong, which only amounted to 630,000 lb. valued at Rs. 4·35 lakhs as against over 16½ million lb. valued at Rs. 1·02 crore. Shipments to Syria and Persia also declined by over 1½ million lb. and 1 million lb. in quantity and by Rs. 13·78 lakhs and Rs. 16·31 lakhs in value.

**Wool, Raw.**—Exports of raw wool improved by 2¼ million lb. to about 19½ million lb. in quantity and by Rs. 12·43 lakhs to Rs. 1·71 crore in value, mainly owing to larger despatches to the United Kingdom, the United States of America and Belgium.

## TRADE ACCORDING TO COUNTRIES

The United Kingdom maintained pride of place, which she had regained in the previous year at the expense of Japan, her share having expanded from 25·19 to 28·12 per cent. This, however, was the result of the heavy fall in the value of the raw cotton taken by Japan, whose share fell from 23·82 to 17·14 per cent. The share of other British possessions remained unchanged. The share of the Continent of Europe improved from 22·97 to 26·27 per cent. owing to better trade with Italy, France, Germany, Belgium, Switzerland and the Netherlands. The share of America increased from 5·56 to 7·17 per cent. owing to the heavy shipments of raw cotton from that country.

Under imports the United Kingdom's figure improved by Rs. 2·17 crores to Rs. 31·72 crores owing mainly to larger arrivals of railway plant and rolling stock, cotton piece-goods, iron and steel and copper. Imports from other British possessions also improved by Rs. 1·38 crore to Rs. 7·6 crores

as a result of larger receipts of wheat from Australia, dates from Mesopotamia, pneumatic motor covers from Canada and tin from the Straits Settlements. Imports from foreign countries in Europe advanced by Rs. 19·92 lakhs to Rs. 20·93 crores. Among foreign countries in Asia, imports from Japan, next in importance to the United Kingdom, improved by Rs. 1·23 crore to Rs. 8·68 crores. Imports from China advanced by Rs. 41·58 lakhs to Rs. 2·77 crores. Larger arrivals of sugar accounted for the marked increase of Rs. 1·35 crore in the total imports from Java.

Under exports Japan continued to occupy the first place, though her share fell from 39·2 to 26·25 per cent. as the result of the heavy fall in her takings of raw cotton. The United Kingdom comes next with a percentage of 17·05 as against 10·77 in the previous year, as a result of larger despatches of seeds, hides and skins (raw and tanned), raw cotton, groundnut cake and manganese ore.

**Treasure.**—Despite a somewhat larger balance of trade in merchandise in favour of India, *viz.*, Rs. 82 crores as against Rs. 79 crores in 1926-27, imports of treasure on private account fell further from Rs. 34·98 crores to Rs. 27·85 crores. Imports of both gold and silver declined, the former by Rs. 3·75 crores to Rs. 15·5 crores and the latter by Rs. 3·47 crores to Rs. 12·1 crores. Arrivals of gold bullion dropped by Rs. 2·25 crores to Rs. 10·79 crores ; there were smaller arrivals from Natal and Western Australia, but shipments from the United States of America, Egypt and the United Kingdom expanded by Rs. 1·06 crore, Rs. 97·17 lakhs and Rs. 29·32 lakhs respectively. New Zealand sent Rs. 14·95 lakhs worth in the year under review as against none in the previous year. Imports of sovereigns also fell further by Rs. 1·22 crore to Rs. 4·31 crores owing to smaller shipments from Natal and Western Australia, though receipts from the United Kingdom were higher by Rs. 37·13 lakhs. The decrease of Rs. 27·17 lakhs in other coined gold was due to smaller arrivals of Turkish gold coins from Mesopotamia ; receipts of gold dollars from the United States of America recorded a small improvement. The decline in imports of silver was a result of a contraction of Rs. 3·16 crores in bar and of Rs. 29·09 lakhs in Government of India rupees. The notable increases of Rs. 1·9 crore, Rs. 50·32 lakhs and Rs. 29·54 lakhs in shipments of bar from the United States of America, France and Egypt respectively were more than counterbalanced by heavy decreases of Rs. 5·06 crores and Rs. 81·02 lakhs in the arrivals from the United Kingdom

and China. The decrease of Rs. 29·09 lakhs under Government of India rupees was due mainly to smaller arrivals from Bahrein Islands, Mesopotamia, Persia and Muskat. Mauritius sent none as against Rs. 17·41 lakhs in the previous year.

Exports of gold on private account amounted only to Rs. 73,000 as against Rs. 4·85 lakhs in the previous year, while those of silver improved by Rs. 95·79 lakhs to Rs. 2·4 crores as a result of larger shipments of bar to China and of Government of India rupees to Mauritius.

There were no imports or exports of gold on Government account. Imports of silver decreased from Rs. 10·38 lakhs to Rs. 3·14 lakhs, while exports amounted to Rs. 4·71 lakhs as against none in the previous year.

## SHIPPING

The total number of vessels engaged in the foreign trade increased from 1,219 to 1,402 and the total net tonnage from 4,038,301 to 4,539,175. Steamers numbered 1,161 of the burthen of 4,512,381 as against 1,012 of 4,012,176 tons in the previous year. The average net tonnage of the steamers which entered the port with cargo was 3,853 or practically the same as in the preceding year. Sailing vessels consisted entirely of " Native Craft " engaged in trade with ports in the Persian Gulf, Arabia and East Africa.

## COASTING TRADE

The coasting trade excluding treasure between the chief port—Bombay—and other ports in India grouped by Provinces is summarised in the following statement :—

(In lakhs of rupees.)

| | Imports. | | | Exports. | | |
|---|---|---|---|---|---|---|
| | 1926-27 | 1927-28 | Increase or decrease. | 1926-27 | 1927-28 | Increase or decrease. |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| British ports within the Presidency .. | 153 | 143 | — 10 | 276 | 291 | + 15 |
| Indian ports not British within the Presidency.. | 789 | 798 | + 9 | 428 | 431 | + 3 |
| British ports in other Presidencies .. | 2,011 | 1,820 | —191 | 1,869 | 2,469 | +600 |
| Indian ports not British in other Presidencies .. | 157 | 123 | — 34 | 77 | 123 | + 46 |
| Grand Total .. | 3,110 | 2,884 | —226 | 2,650 | 3,314 | +664 |

Imports from coast ports into Bombay consist almost entirely of articles of Indian produce which are intended partly for consumption in the Presidency and partly for re-export to foreign countries.

The total imports into Bombay fell further by Rs. 2·27 crores to Rs. 28·84 crores as a result of smaller arrivals of raw cotton and of grain, pulse and flour, which form the two most important items. Imports of raw cotton decreased by Rs. 1·69 crore to Rs. 8·34 crores owing to reduced shipments from Madras, Southern Maratha Country *via* Goa, and Kathiawar, while those from Cutch improved slightly. Imports of grain, pulse and flour also fell further by Rs. 1·24 crore to Rs. 6·13 crores owing to heavy decreases in the arrivals of rice from Burma and wheat from Sind. Among other articles there were appreciable decreases in the arrivals of spices from British Ports within the Presidency, Travancore, and Madras, teak wood from Burma and jute manufactures and coal from Bengal. On the other hand noticeable increases were recorded in the arrivals of tea from Bengal and Madras, raw wool from Cutch and Kathiawar, and seeds from Kathiawar, though Madras, Travancore and Southern Maratha Country *via* Goa reduced their despatches of the last-named commodity.

Exports from Bombay to coast ports improved by Rs. 6·65 crores to Rs. 33·14 crores owing to larger exports of both Indian produce and foreign merchandise. Exports of Indian produce, which formed over 74 per cent. of the total export trade, improved by Rs. 4·61 crores to Rs. 24·54 crores due mainly to larger exports of cotton piece-goods, cotton twist and yarn and raw cotton. Exports of cotton piece-goods improved by Rs. 2·33 crores to Rs. 12·69 crores as a result of larger shipments to Sind, Bengal, Burma and Madras. The increases of Rs. 71·62 lakhs and Rs. 28·17 lakhs under cotton twist and yarn and raw cotton respectively were due to larger shipments of the former to Bengal, Burma and Madras, and of the latter to Madras, Bengal and Pondicherry. In spite of the decreases of Rs. 24 lakhs and Rs. 9 lakhs in shipments of jawar and bajri and of rice to Kathiawar, exports of grain, pulse and flour showed an increase owing to larger shipments of pulse to Madras. Re-exports of foreign merchandise improved by Rs. 2·03 crores to Rs. 8·59 crores mainly owing to larger reshipments of cotton piece-goods to Madras, Travancore, Kathiawar and Sind. Re-shipments of cotton twist and yarn and metals to Madras also recorded an appreciable improvement.

# SUBORDINATE PORTS OF THE BOMBAY PRESIDENCY

### FOREIGN TRADE

The foreign trade of the Subordinate ports of the Presidency is quite insignificant. Imports, which consisted chiefly of dates from Mesopotamia, improved from Rs. 2·61 lakhs to Rs. 2·63 lakhs. Exports were nil as against Rs. 420 in the previous year.

### COASTING TRADE

The total value of the coasting trade of the Subordinate ports decreased by Rs. 15·18 lakhs to Rs. 7·64 crores. Imports declined by Rs. 36·33 lakhs to Rs. 4·08 crores, but exports improved by Rs. 21·15 lakhs to Rs. 3·55 crores. Fifty-seven per cent. of the total trade of the Subordinate ports was with the chief port, Bombay.

# THE TRADE OF SIND

Taken as a whole, the year 1927-28 was more or less an uneventful one, and produced little or no achievement worthy of note towards the progress of the trade of the port. Though the total value of the entire maritime trade of the Province of Sind, which amounted to Rs. 7,648 lakhs, showed a slight increase of Rs. 105 lakhs or 1 per cent. over the figures recorded in the previous year—a year of great depression—it compared very unfavourably with the values recorded in 1924-25 and 1925-26, *viz.*, Rs. 10,976 lakhs and Rs. 8,404 lakhs respectively. The foreign trade accounted for 78 per cent. of this value, or Rs. 5,932 lakhs, an excess of 2 per cent. over 1926-27. The share of imports in the total value of the foreign trade was 51 per cent. and that of exports 49 per cent. as against 54 per cent. and 46 per cent., respectively, in the previous year.

### CHIEF PORT—KARACHI

The outstanding feature of the export trade was a partial revival in shipments of wheat—a factor which helped to relieve the situation to a considerable extent. The value of the total turnover of exports aggregated Rs. 2,877 lakhs, showing an increase of Rs. 217 lakhs or 8 per cent. as compared with 1926-27. A comparison of this figure with 1924-25 and 1925-26, however, reveals a considerable shortage of 48 per cent. and 22 per cent., respectively. The chief disturbing factor was a large reduction in shipments of raw cotton, which has now become the principal staple commodity in the export trade of the port, displacing

wheat, the pre-war leading article. The financial crisis in Japan and the civil war in China had a decidedly adverse effect on the cotton business, the value of the total purchases by these two countries during the year under report being only Rs. 333 lakhs as against Rs. 675 lakhs in 1926-27, Rs. 868 lakhs in 1925-26 and Rs. 555 lakhs in 1924-25. A pleasing feature, besides the recovery in shipments of wheat, was a substantial expansion in exports of barley and raw hides.

The aggregate value of the import trade declined from Rs. 3,143 lakhs in 1926-27 to Rs. 3,055 lakhs or by 3 per cent. in 1927-28. If, however, the comparison were restricted to the figures of private merchandise only, *i.e.*, excluding imports on Government account, the decrease would be still higher, *viz.*, 6 per cent. The contraction occurred chiefly in imports of cotton manufactures and sugar, the two leading commodities, which between them accounted for 45 per cent. of the total value of the import trade. Imports of metals, fuel oil, provisions and motor cars and motor lorries, on the other hand, showed a healthy expansion.

Among the principal features responsible for the general depression in trade which existed throughout the year were the extreme tightness of money and a continuous fall in prices which entailed many heavy losses and also resulted in the failure of a couple of firms of standing.

Notes on the changes in the value and volume of important articles in the trade are given below :—

IMPORTS

**Chemicals, Drugs and Medicines.**—The value of imports under this head totalled Rs. 42·72 lakhs, an advance of Rs. 5·72 lakhs over imports in 1926-27. The expansion was most noticeable in receipts of chemicals, and was attributed to the opening of new agencies by a large importing firm at various centres in Sind and the Punjab during the year under report. Imports of Sodium carbonate, in particular, rose by nearly 30,000 cwt. in quantity and by Rs. 1·61 lakhs in value.

**Coal.**—The total quantity of foreign coal imported during the year under report increased by 16,520 tons or 115 per cent. to 30,823 tons, and its value by Rs. 4·18 lakhs or 135 per cent. to Rs. 7·27 lakhs. Natal again supplied most of the non-Indian coal imported here, and was responsible for 76 per cent. of the total increase in the quantity of foreign coal, this increase being due mainly to shipowners preferring Natal coal, even at higher rates, on account of its good quality. Supplies from the United

Kingdom showed an improvement of 6,433 tons over the negligible quantity of 322 tons sent last year. Arrivals of Bengal coal, which, thanks to the efforts of the Indian Coal Grading Board, made great headway against foreign coal, and reached the record figure of 181,809 tons last year, receded by 32,180 tons to 149,629 tons, but notwithstanding this decrease the figure was the second highest on record.

**Cotton Twist and Yarn.**—Imports of cotton twist and yarn which have been on the downward path during the preceding two years again receded by 51,175 lbs. or 6 per cent. to 693,172 lbs. in quantity and by Rs. 36,679 or 4 per cent. to Rs. 8·15 lakhs in value, the comparative smaller decline in the percentage of value being due to the control of selling prices by the United Kingdom Cotton Yarn Association which continued to function in the first seven months of the year. The decrease was most noticeable in arrivals of white yarns from the United Kingdom and of coloured yarns from Switzerland, Italy and the United Kingdom. Imports of coloured yarn of higher counts, on the other hand, rose from 454,590 lbs. to 508,943 lbs., the principal amounts being received from the United Kingdom, Switzerland and the Netherlands. Arrivals of grey yarns, which last year totalled 19,876 lbs., fell to the negligible figure of 100 lbs. owing to non-receipt from Japan and the United Kingdom as against 11,066 lbs. and 8,010 lbs. respectively in 1926-27.

**Cotton Yarn and Manufactures.**—The import business in cotton goods remained depressed during the year under report. The total value contracted by 13 per cent. as compared with the previous year, but the decrease was to a certain extent accounted for by a further fall in prices, the actual reduction in volume being 5 per cent. only. A poor demand and cautious buying were the outstanding features of the trade during the year. The piece-goods market again showed a continuous downward tendency and the consequent instability of prices, coupled with losses entailed in disposing of high-priced stocks remaining in hand from arrivals in the concluding months of last year, precluded the possibility of commitments being entered into to any large extent. Another disturbing factor which made replacements difficult was the fact that, notwithstanding the efforts of manufacturers towards a further reduction, home prices remained above the parity of the local market, especially in the latter part of the year. In fact there was a great lack of confidence on this side in the prices quoted by manufacturers, and the policy of purchasing for immediate requirements was adopted. The position was further aggravated by the continued tightness

of the money market which seriously affected the financial position, especially of weak holders. Other factors which were also partly responsible for the restriction in the volume of business were the increased consumption of Indian-made cloth and paucity of demand from the Afghanistan and Persian markets, which largely obtained their requirements from Russia and other countries direct. A redeeming feature was the elimination from the market of the speculative element which in recent years greatly interfered with the business of *bona-fide* traders.

**Cutlery, Hardware, Implements and Instruments (excluding Electrical Instruments and Apparatus).**—The total value under this group receded by Rs. 4·56 lakhs to Rs. 57·56 lakhs. Most of the decrease occurred under metal lamps, the value of which contracted by Rs. 3·16 lakhs to Rs. 5·56 lakhs. The reduction in the trade was ascribed to smaller imports from Germany and the United States of America on account of markets being overstocked. The value of cutlery, *viz.*, Rs. 5·40 lakhs almost maintained the level of the previous year, the principal supplies coming from Germany and the United Kingdom. Imports of builders' hardware decreased slightly in value from Rs. 6·32 lakhs to Rs. 5·66 lakhs. The value of implements and tools, other than agricultural implements and machine tools, amounting to Rs. 8·20 lakhs, also recorded a falling off of Rs. 89,789 as compared with the previous year. The United Kingdom, Germany and the United States of America were, as usual, the chief sources of supply.

**Machinery.**—There was again a lesser demand for machinery from both Sind and the Punjab, and in consequence arrivals fell in value by Rs. 18·88 lakhs to Rs. 118·55 lakhs.

Among the important descriptions, prime-movers (other than electrical) were down by Rs. 6·50 lakhs in value. Reduced purchases of oil engines from the United Kingdom, especially due to the tightness of the money market, mostly accounted for the decline. The deficiency of Rs. 4·40 lakhs under textile machinery was the result of smaller importations of cotton machinery from the United Kingdom. Sewing and knitting machines declined in number from 34,279 to 33,585, of which 22,835 were British and 10,614 German. Mining-machinery, on the other hand, increased in value by Rs. 2·91 lakhs, chiefly owing to larger requirements of casing and drive pipes by the Attock Oil Company. The demand for electrical machinery also continued to increase, the value improving further by Rs. 1·10 lakhs. British supplies increased, while Germany lost ground. The steady advance recorded year by year in imports

of typewriters, mostly American, was noticeable this year also, the total number showing an excess of 230 machines over imports in 1926-27.

**Metal and Metal Manufactures.**—The year 1927-28 was a boom year for the import trade in manufactured iron and steel, imports having attained the highest level on record, *viz.*, 122,067 tons valued at Rs. 196·53 lakhs, showing an increase of 37,817 tons or 45 per cent. in quantity and of Rs. 55·59 lakhs or 39 per cent. in value as compared with the previous year. An event of importance affecting the assessment of iron and steel to import duties was the replacement of the Steel Industry (Protection) Act, 1924, by the Steel Industry (Protection) Act, 1927, which came into force on 1st April 1927 and imposed differential duties on certain classes of British and non-British steel. During the year under report a great demand sprang up for iron and steel required for constructional works both in Sind and the Punjab, stimulated somewhat by a very low carryover at the beginning of the year and by a further reduction in prices. Large orders placed by the Indian Stores Department with local firms also gave an impetus to the trade during the year.

Supplies of British iron and steel, which on account of the coal strike last year fell to only 17,877 tons from 26,534 tons in 1925-26, showed a striking recovery, importations having aggregated no less than 40,405 tons, equal to 33 per cent. of the total trade as against 22 per cent. last year. The expansion was particularly noticeable in sales of steel rails, 30 lbs. per yard and over, galvanised sheets, tin plates, sheets and plates not galvanised or tinned, wrought tubes, pipes and fittings and steel structures. Belgium, despite higher rates of duty, supplied the largest quantity, *viz.*, 66,125 tons, which was 16,293 tons in excess of imports in 1926-27. Her competition was particularly keen in supplies of angles, beams and joists and bars, other than cast steel. Her quota of the total trade in iron and steel, however, receded from 60 to 54 per cent. Arrivals from France also made a big advance, but Germany and the United States of America sent less. Of the total quantity of iron and steel received during the year, *viz.*, 122,067 tons, no less than 93,691 tons paid the protective duties.

Imports of copper amounted to 12,196 cwt. valued at Rs. 6·34 lakhs, showing a further reduction of 2,602 cwt. and Rs. 1·50 lakhs, chiefly under sheets from Germany.

**Oils.**—The value recorded under this head rose by Rs. 14·46 lakhs to Rs. 138·69 lakhs, the bulk of the imports comprising

mineral oils. The outstanding features of the mineral oil trade were an import, after a lapse of thirteen years, of Russian kerosene oil, said to have been purchased from the Soviet Government of Russia, and the resultant price-cutting war during the latter part of the year amongst the principal companies who import kerosene oil at this port.

The decrease of 22 per cent. mentioned in last year's report in the total quantity of kerosene oil imported from both foreign countries and Burma was converted into an equivalent increase during the year under report, when imports stood at 22¼ million gallons as against 18¼ million gallons in the previous year. Both foreign and Indian oils contributed to the recovery, but the expansion was more marked in the case of the latter. Arrivals from foreign countries rose by over 1 million gallons or 9 per cent. to nearly 12 million gallons in quantity and by Rs. 1·39 lakhs or 2 per cent. to Rs. 80·66 lakhs in value. The United States of America, as usual, supplied most of the oil, but the quantity received from that country declined to 8¾ million gallons from 10¾ million gallons in 1926-27. The total quantity of Russian oil amounted to 2¼ million gallons. Persia was another country which sent kerosene oil this year for the first time after a number of years. Her supplies aggregated 737,376 gallons, 608,550 gallons being bulk oil and 128,826 gallons case oil : all the latter passed through this port in transit to Duzdap by land.

Imports of Burma oil aggregated over 10¼ million gallons valued at Rs. 60·46 lakhs, an advance of nearly 3 million gallons or 41 per cent. in quantity and Rs. 12·11 lakhs or 25 per cent. in value.

Arrivals of fuel oil amounting to 10½ million gallons valued at Rs. 30·46 lakhs exceeded those of last year by 49 per cent. in quantity and 47 per cent. in value, and created a fresh record for the port, the previous best being 7¼ million gallons valued at Rs. 23·02 lakhs in 1925-26. Persia and British Borneo were the only two sources of supply, the quantity received therefrom being 6¾ million gallons and 3¾ million gallons as against 4¾ million gallons and 2¼ million gallons, respectively, in 1926-27. The demand for this oil is continuously on the increase owing to its extensive use for all engines, especially in the Punjab and also by oil-driven ships.

After a substantial increase in the previous year, imports of lubricating oils suffered a slight set-back to the extent of 135,347 gallons in quantity, but the value rose by Rs. 32,433. The United States of America, as usual, supplied the bulk, *viz.*,

822,906 gallons, the other principal amounts being 93,771 gallons from the United Kingdom and 40,580 gallons from Dutch Borneo.

**Piece-goods.**—Imports of cotton piece-goods amounted to 321 million yards valued at Rs. 884·61 lakhs, the yardage having contracted by 17 million yards or 5 per cent. and the value by Rs. 133·53 lakhs or 13 per cent. as compared with imports in 1926-27. The decrease was shared by all the three principal sub-divisions, *viz.*, grey, white and coloured.

**Railway Plant and Rolling Stock.**—British manufacturers set themselves assiduously to work off the arrears of orders which accumulated during the coal strike, and in consequence there was a considerable expansion in imports of railway plant and rolling stock, mostly for the Jodhpur-Bikaner Railway. The total value advanced by Rs. 7·44 lakhs to Rs. 21·70 lakhs, of which the United Kingdom alone contributed Rs. 18·24 lakhs.

**Silk.**—After a substantial improvement of 60 per cent. in the previous year, the total value of imports of silk yarn and manufactures fell back by Rs. 1·90 lakhs to Rs. 5·94 lakhs. The decrease was chiefly due to smaller receipts of silk piece-goods from China and of goods of silk mixed with other materials from Germany.

**Sugar.**—The phenomenal expansion recorded in the previous year when the volume of business done reached the unprecedented figure of 230,807 tons was not maintained, and imports fell by as much as 80,362 tons or 35 per cent. to 150,445 tons in quantity and by Rs. 228·65 lakhs or 44 per cent. to Rs. 295·65 lakhs in value. Several factors contributed to bring about the depression in the trade. The large carryover of some 45,000 tons from the preceding year, coupled with a continuous fall in prices throughout the year in consequence of a larger crop in Java, restricted business to a great extent. Direct imports by some of the Kathiawar ports also to a certain extent adversely affected the business of the port. The requirements during the year were almost entirely met by imports from Java. Arrivals of beet sugar, which last year aggregated 76,888 tons, dwindled to the low figure of 2,016 tons, representing imports in the first two months of the year. The prices of this article remained above the parity of Java sugar, and no new business was therefore possible. It may be noted that the stocks of sugar remaining on hand at the close of the year were estimated at 22,000 tons.

**Tea.**—The import business in tea, which showed a remarkable development during the five years previous to 1926-27 owing to

a strong demand for Chinese green tea for despatch to Persia, was greatly curtailed last year, and the position during the year under report was also practically the same. This tea was imported here mostly for re-exportation to Meshed by land, whence it found its way to Russian Turkistan. The latter country now obtains its requirements direct from China, a fact which accounts for the decline in the imports at this port.

Black tea as usual came largely from Ceylon, the quantity imported rising slightly by 23,976 lbs. to 251,244 lbs. and its value by Rs. 21,916 to Rs. 2·42 lakhs. The bulk of this tea, as usual, consisted of dust tea which is mostly consumed in Indian tea shops.

**Vehicles (excluding Locomotives, etc., for Railways).**—The increase of Rs. 8 lakhs in the imports of vehicles recorded in the previous year was followed by a further increase of Rs. 23·16 lakhs and in consequence the total value rose to the high figure of Rs. 107·35 lakhs during the year under report. After a slight set-back in the previous year, imports of motor cars rose in number from 1,825 to 1,979 and their value from Rs. 38·76 lakhs to Rs. 43·92 lakhs. The reduction in duty gave a considerable fillip to imports, especially of British cars. The largest increase was recorded in arrivals from the United Kingdom which sent 374 cars as against 240 last year. A large number of these were used cars imported by private individuals. Canada, the chief supplier, on the other hand, sent a smaller number. The decrease was due to the almost complete cessation, for the greater part of the year, of receipts of Ford cars, the manufacture of which was suspended while machinery was being got ready for the production of a new model.

There was an extraordinary boom in the trade in commercial vehicles during the year under report. No less than 2,053 motor omnibuses, vans and lorries of the value of Rs. 33·30 lakhs were purchased from foreign countries, the figures surpassing last year's record imports by 135 per cent. in number and 96 per cent. in value. The disparity between the two percentages is explained by lower prices ruling during the year. The heavy import during the year is a definite indication of the extensive use to which they are put in both Sind and the Punjab, especially the latter, for the transport of goods and passengers, in the place of bullock carts and other similar conveyances.

The cycle trade, which has assumed considerable proportions during the last three years, made further progress. The total number received during the year was 22,593, an excess of 647 machines over last year's figures, which were a record. Lower

prices, however, reduced the value by Rs. 89,248 to Rs. 9·89 lakhs. Nearly 99 per cent. of these came from the United Kingdom and were mostly machines of the cheaper type.

**Woollen Goods.**—The total value of imports of woollen manufactures, including yarn and knitting wool, advanced by Rs. 29·07 lakhs or 31 per cent. to Rs. 121·24 lakhs, the figure being the highest ever recorded. The expansion was noticeable in almost all the important branches of the trade. Arrivals of yarn and knitting wool, chiefly intended for the Amritsar market, rose by 107,261 lbs. to. 470,066 lbs. in quantity and by Rs. 3·56 lakhs to Rs. 13·99 lakhs in value. The British share in the total supplies was the largest, *viz.*, 183,634 lbs., other principal amounts having come from Germany, France and Poland. There was also a remarkable increase in arrivals of piece-goods, the yardage, *viz.*, 5¾ million yards, showing an excess of nearly 2 million yards and the value, Rs. 79·69 lakhs, an excess of Rs. 19·82 lakhs over imports in the previous year. France was again the largest supplier, the value of her exports to this port, consisting mainly of shawl cloth and merinos, having risen from Rs. 22·77 lakhs to Rs. 41·44 lakhs. Supplies from the United Kingdom and Germany also increased in value by Rs. 0·53 lakhs and Rs. 2·03 lakhs to Rs. 19·47 lakhs and Rs. 8·98 lakhs, respectively. The value of carpets and rugs purchased during the year rose by as much as Rs. 8·67 lakhs or 107 per cent. to Rs. 16·75 lakhs, imports comprising mainly wrap and bed rugs from Italy. The imports of both piece-goods and carpets and rugs were somewhat in excess of requirements and large stocks remained in hand at the close of the year.

EXPORTS

**Grain, Pulse and Flour.**—An all-round expansion in the shipments of the various kinds of food-grains was the chief redeeming factor of the export trade of the Province during the year under report. The aggregate quantity of exports under this head rose by 87 per cent. to 481,915 tons and its value by 67 per cent. to Rs. 726·96 lakhs over the figures recorded in 1926-27.

**Wheat.**—After passing through two years of acute depression the export business in wheat showed some activity, and shipments which last year stood at the low level of 168,769 tons valued at Rs. 257·65 lakhs rose appreciably to 297,479 tons valued at Rs. 434·62 lakhs, an increase of 128,710 tons or 76 per cent. in quantity and of Rs. 176·97 lakhs or 69 per cent. in value. A larger available surplus resulting from a better crop and a good

demand from abroad coupled with more inclination on the part of holders to sell when selling was good, especially at the time when the produce of other exporting countries had not arrived on the market, made export business possible, and nearly 83 per cent. of the entire shipments took place during the short period of three months June to August. The recovery, though satisfactory, can only be called partial when compared with the pre-war level of 893,000 tons. Indian wheat is now consumed in the country on a much larger scale than before. Moreover the world production during the year was again ample, and the abundant supply caused a keen competition among exporting countries, with the result that prices were forced downward, especially during the latter part of the year, making business on a larger scale difficult. Almost all the principal countries drew larger quantities than in the previous year. Shipments to the United Kingdom rose by 114,412 tons or 84 per cent. to 251,053 tons, and France and Belgium, the next best customers, took 7,099 tons and 12,453 tons more than in 1926-27. The shipments of wheat from Karachi represented 99 per cent. of the total quantity (299,733 tons) exported from India.

**Other Food-grains.**—Barley was next in importance to wheat among the different food-grains, and it is satisfactory to note that shipments which, last year, dwindled to the low figure of 838 tons from 388,062 tons in 1924-25 and 34,473 tons in 1925-26 rose to 68,902 tons valued at Rs. 81·99 lakhs in 1927-28. A good crop made it possible for shipments to be effected on a larger scale in response to a keen demand from abroad which resulted from a shortage in Europe and Canada. Of the total quantity exported, *viz.*, 68,902 tons, the principal amounts went to the United Kingdom, Germany, Belgium and the Netherlands. Karachi was the largest exporter of barley also, shipments representing 96 per cent. of the entire quantity (71,628 tons) exported from India. Maize was also in good demand, exports having advanced from the negligible figure of 16 tons valued at Rs. 2,230 in 1926-27 to 9,396 tons valued at Rs. 10·28 lakhs in 1927-28. Smaller crops in the United States of America and a delay in the movement of the Argentine crop led to an enquiry for Indian maize, the United Kingdom and Belgium being the chief purchasers. The quantity of gram shipped during the year was 10,705 tons and its value Rs. 15·69 lakhs as against 8,904 tons valued at Rs. 14·07 lakhs in 1926-27. The increase was most noticeable in shipments to France and Egypt. The share of Karachi in the total quantity of gram shipped from India was 61 per cent. as against 64 per cent. last year. There

was also a healthy expansion in the export business in rice during the year under report. The aggregate shipments amounting to 47,296 tons valued at Rs. 94·77 lakhs were the highest in the quinquennium, and showed an excess of 13,612 tons or 40 per cent. in quantity and of Rs. 22·73 lakhs or 32 per cent. in value over the figures recorded last year. Heavy shipments of boiled rice to Muscat Territory and Trucial Oman and other Native States in Arabia mainly accounted for the improvement. Bengal rice generally finds most favour with the consumers in Gulf ports, but that rice being dearer this year, by about Rs. 18 per candy, larger purchases were made at this port.

**Raw Cotton.**—The financial crisis in Japan and the civil war in China have left their mark on Karachi's trade in raw cotton, shipments of which fell heavily by 15,437 tons or 11 per cent. to 131,558 tons in quantity and by Rs. 96·76 lakhs or 7 per cent. to Rs. 1,262·68 lakhs in value during the year under report. These two countries, which between them took 73,409 tons or half the entire quantity exported last year, purchased only 34,705 tons, a shortage of 38,704 tons. The banking crisis in Japan severely affected the textile industry of the country, and mills were obliged to work short time in consequence. Notwithstanding this falling off, Japan again proved to be the best customer, her total purchases amounting to 32,698 tons. The decrease of 38,704 tons in shipments to Japan and China was, however, to a great extent, counterbalanced by the substantial increase of 23,233 tons in exports to European countries, all of which took larger quantities than in the previous year. Italy stood first with a total purchase of 29,888 tons. Germany and the United Kingdom, which came next, purchased as much as 24,402 tons and 11,823 tons. The prices obtainable during the year were more favourable than in the previous year, and business on a larger scale, especially with European countries should have been possible, were it not for the fact that some dealers again preferred to hold back their cotton in the expectation of higher values. They received greater financial support from some of the local banks, this year, and were therefore in a position to hold their stocks for a longer time than in previous years. Notwithstanding the restricted volume of business done, shipments of cotton were the third highest on record, and accounted for 46 per cent. of the total value of the export trade of the port as against 55 per cent. in 1926-27. As in the previous two years, the United Provinces and Rajputana sent some cotton for export at Karachi. Shipments of cotton through Bombay again showed a heavier proportionate decrease, *viz.*, 19 per cent.,

the figures for the past two years being 373,924 tons and 303,755 tons, respectively.

**Raw Wool.**—The increased trading done in the previous year was further improved upon during the year under report, shipments rising by 3½ million lbs. or 13 per cent. to 30 million lbs. in quantity and by Rs. 31 lakhs or 14 per cent. to Rs. 260·97 lakhs in value. Price stability and a brisk demand throughout the year were among the principal factors which brought about the expansion. The United Kingdom, the chief customer, took 26¼ million lbs. valued at Rs. 22·82 lakhs, an increase of 1½ million lbs. in quantity and of Rs. 14·81 lakhs in value as compared with 1926-27. Good prices realized at the Liverpool auction sales stimulated exports, and shipments to the United States of America also made a big advance, the figures recorded, *viz.*, 3¼ million lbs. and Rs. 28·26 lakhs, showing an increase of 1½ million lbs. or 91 per cent. in quantity and of Rs. 13·74 lakhs or 95 per cent. in value as compared with the previous year. The increase of 3½ million lbs. in the exports of Indian wool was partly offset by a decrease of 2 million lbs. in re-exports of foreign wool, mostly Kandahar wool.

**Seeds.**—The steady decline in exports of seeds, which has been such a noticeable feature of the past three years, continued during the year under report also, and the total shipments were further reduced by 18 per cent. to 80,198 tons in quantity and by 28 per cent. to Rs. 155·33 lakhs in value. Shipments of rapeseed, which represented nearly 75 per cent. of the volume of the oilseeds trade of the port, contracted by 30,122 tons in quantity and by Rs. 74·12 lakhs in value. Of the other seeds cotton seed is the only important item worth notice. After a heavy fall of 64,901 tons in the previous year, shipments of this seed rose by 12,207 tons to 18,927 tons in quantity and by Rs. 12·60 lakhs to Rs. 19·21 lakhs in value. The United Kingdom was practically the sole purchaser as usual.

**Hides and Skins, raw.**—The total shipments rose from 8,186 tons to 11,467 tons in quantity and from Rs. 101·49 lakhs to Rs. 147·72 lakhs in value.

Shippers of raw hides had a busy and prosperous year. A world shortage created a large demand for Indian hides, both from the United Kingdom and the continent, and exceptionally high prices were paid. In consequence, the aggregate shipments advanced considerably by 3,595 tons or 123 per cent. to 6,524 tons in quantity and by Rs. 51·78 lakhs or 180 per cent. to Rs. 80·57 lakhs in value. Germany took the largest quantity, *viz.*, 2,733 tons valued at Rs. 35·47 lakhs, an excess of 1,910 tons and

of Rs. 26·17 lakhs over shipments in the previous year. The bulk of her purchases comprised cow hides and cow calf skins. The United Kingdom also drew heavily (mostly cow hides), her purchases rising from 428 tons valued at Rs. 3·66 lakhs in 1926-27 to 1,034 tons valued at Rs. 12·82 lakhs in 1927-28. Spain, last year's chief customer, on the other hand, took 108 tons less, but higher prices raised the value by Rs. 1·16 lakhs.

The export trade in raw skins did not share the good fortune of the hides trade. The aggregate shipments amounting to 4,587 tons valued at Rs. 66·51 lakhs showed a further set-back to the extent of 598 tons or 11 per cent. in quantity and of Rs. 6·01 lakhs or 8 per cent. in value as compared with the previous year. The reduction in the trade was due to the diversion to Calcutta of large quantities of Punjab skins, which formerly came to this port for shipment.

**Articles Wholly or Mainly Manufactured.**—The aggregate value of the articles included under this rather unimportant class rose by Rs. 5·86 lakhs to Rs. 31·36 lakhs. Shipments of skins, dressed or tanned, the principal article, were valued at Rs. 10·09 lakhs, an increase of Rs. 1·64 lakhs, which was due to a larger demand for sheep skins, from the United Kingdom.

**Foreign Merchandise Re-exported.**—The total value of foreign merchandise re-exported during the year under report declined by Rs. 28·21 lakhs to Rs. 139·48 lakhs. The decrease was shared by all the three principal articles entering into the entrepôt trade of the port, *viz.*, raw wool, woollen manufactures and sugar. Exports of raw wool fell by 2 million lbs. to 7 million lbs. in quantity and by Rs. 15 lakhs to Rs. 58·53 lakhs in value, mainly owing to smaller shipments to the United Kingdom and the United States of America, which took more Indian wool instead. Exports of woollen manufactures, which contributed Rs. 37·33 lakhs to the total value of the re-export trade, exhibited a contraction of Rs. 6·30 lakhs. Shipments consisted mostly of Persian Carpets, and the decrease was due to a reduced demand from the United States of America. Re-exports of sugar amounted to 4,340 tons valued at Rs. 11·09 lakhs, a decrease of nearly 1,200 tons in quantity and of Rs. 6·18 lakhs in value as compared with the previous year. The bulk of the sugar, as usual, went to the Gulf ports, and the decrease was most noticeable in shipments to the Bahrein Islands and Muscat Territory and Trucial Oman, which, this year, drew much larger quantities from Bombay, where the prices quoted were somewhat more favourable than at this port.

### COASTING TRADE

The aggregate value of the coasting trade of the chief port amounted to Rs. 1,708·07 lakhs, a decrease of Rs. 17·49 lakhs or 1 per cent. as compared with 1926-27. Both imports and exports registered a decline, the value of the former having fallen by Rs. 13·80 lakhs to Rs. 1,110·11 lakhs and that of the latter by Rs. 3·68 lakhs to Rs. 597·97 lakhs.

### SUBORDINATE PORTS

**Keti Bandar and Sirganda.**—The total value of the entire trade with these two ports, which is confined to trade with coast ports, declined from Rs. 14·44 lakhs to Rs. 8·26 lakhs to which Keti Bandar contributed 70 per cent. and Sirganda 30 per cent. Rice is the chief produce of both these ports.

### SHIPPING

**Foreign Trade.**—The total number of vessels engaged in the foreign trade increased from 1,013 to 1,193 and their tonnage from 1,846,501 to 2,024,908 tons. The improvement occurred under both steam and sailing vessels, the number of the former advancing from 611 to 675 and that of the latter from 402 to 518. The average tonnage per steamer decreased slightly from 2,961 tons to 2,927 tons.

In all 544 steamers flying the British flag entered the port, an increase of 33 vessels. Foreign steamers exhibited a net increase of 5, but the share of the vessels of the various nationalities participating in the trade showed some notable fluctuations. German vessels, in particular, made a big advance, their number having increased from 42 to 54, mostly at the expense of Italian, Danish and Jugo-Slavian vessels.

**Coasting Trade.**—Though the total number of steam and sailing vessels employed in the coasting trade declined by 665 to 5,528, their tonnage increased by 157,223 to 3,026,234.

**Freight.**—Freight rates to the United Kingdom which kept at the low level of 17*s.* 6*d.* for wheat and 16*s.* 6*d.* for rapeseed, rose to 23*s.* and 22*s.* in the second week of June, the highest figures of the year. This high level was, however, maintained for about two or three weeks only. A decline set in thereafter, and the closing rates on the 28th of March were 20*s.* 6*d.* for wheat and 19*s.* 6*d.* for rapeseed.

## ADEN

The total value of the private sea-borne and land trade of Aden increased by Rs. 2 crores 5 lakhs to Rs. 17 crores 81½ lakhs. The sea-borne trade alone showed an increase of nearly Rs. 2

crores. The total value of the import trade, exclusive of treasure, increased from Rs. 7 crores 41½ lakhs to Rs. 8 crores 11¾ lakhs. The value of articles of food, drink and tobacco increased by Rs. 54¾ lakhs. The increases were chiefly noticed under coffee, grain and pulse, wet dates, sugar and unmanufactured tobacco. Decreases were noted in ghee and spices.

The value of raw materials and produce and articles mainly unmanufactured increased from Rs. 2 crores 28 lakhs to Rs. 2 crores 39¾ lakhs, gums and resins (Rs. 2½ lakhs), raw hides (Rs. 2¼ lakhs), raw skins (Rs. 11¾ lakhs) and oils (Rs. 13½ lakhs) being chiefly responsible for the increase. The value of articles wholly or mainly manufactured increased by Rs. 7½ lakhs to Rs. 3 crores 12½ lakhs. Apparel, chemicals, hardware, metals, vehicles, piecegoods—white and dyed, silk and wool showed an increase while drugs and medicines, dyes—chiefly aniline, glassware, machinery, piecegoods—grey—and jute showed a decrease.

The value of the export sea-borne trade, exclusive of treasure, amounted to Rs. 6 crores 37¾ lakhs against Rs. 5 crores 62¼ lakhs, the year previous, showing an increase of Rs. 75½ lakhs. The principal increases in articles of food and drink were in grain and pulse, rice, jowari, wheat flour, fruits and vegetables, sugar and tobacco while decreases were in coffee, spices and salt. Raw materials and produce increased in value by Rs. 34½ lakhs chiefly in gums and resins, raw hides and skins, oils and pearls, and articles wholly and mainly manufactured by nearly Rs. 3¾ lakhs, chiefly in metals, cotton manufactures and dyed piecegoods.

The total imports of treasure increased by Rs. 18½ lakhs and exports by Rs. 33¼ lakhs.

The number of vessels entering the port was 1,575 with a tonnage of 5,707,205 against 1,496 with a tonnage of 5,291,617, the year previous.

**Land Trade.**—In addition to the camel caravan trade with the mainland of Arabia, the Aden Railway transports goods between Aden and Lahej. The total value of the produce increased from Rs. 27¾ lakhs to Rs. 33¾ lakhs, chiefly in sheep and goats, coffee, fruits and vegetables, grass and kurbi, hides and skins, and provision. Exports increased in value from Rs. 28½ lakhs to Rs. 30⅓ lakhs due chiefly to cotton piecegoods, tobacco unmanufactured, wheat flour, oil jinjelli, dates wet and sugar.

## SHIPPING OFFICES

In addition to the shipping, paying off and discharging of ships' crews, the Shipping Office has a variety of miscellaneous

duties to perform. These include the settlement of disputes between ship-masters and seamen, the administration of the estates of deceased seamen of the Mercantile Marine, the disposal of distressed British and Indian seamen and the inspection of rations and water provided for the crews. The settlement of claims of seamen or their dependants in case of accident or death and the receipt and disposal of dead seamen's effects and the registration of seamen also come within the scope of the Shipping Master.

During the year under report the Bombay Shipping Office signed on 33,661 seamen of many nationalities and discharged 35,209. About 10,480 Goanese were signed and 10,400 were discharged, almost all in the Stewards Department. 20,150 other Indians were signed and 21,800 discharged. Deck hands were both Hindus and Muhammadans, but those in the engine room were exclusively Muhammadans. The total expenditure was Rs. 79,100.

The Karachi Shipping Office shipped 412 seamen and discharged 660. There was a slight increase (105) in the number of seamen engaged and discharged due to the arrival of a larger number of vessels at the port. The expenditure was Rs. 1,440.

The Aden Shipping Office engaged and discharged 1,898 seamen and 100 distressed seamen were repatriated. The Shipping fees received and credited to Government amounted to Rs. 4,950 against Rs. 6,235 in the preceding year.

## CHAPTER VII

## PUBLIC WORKS DEPARTMENT

THE Public Works Department has long been an important feature of the British administration in India. Its history dates from 1854 when it first came to be organised on a definite basis in succession to the old military boards, constituted mainly for the carrying out of military works.

For administrative purposes the work of the Department is divided into two sections: (i) Roads and Buildings and (ii) Irrigation.

During the year under review the Roads and Buildings Branch executed works involving a total expenditure of over Rs. 181¾ lakhs. The expenditure on buildings connected with Central Services amounted to over Rs. 10 lakhs, which included Post Offices and Telegraphs, Rs. 6 lakhs, Military works Rs. ½ lakh, Salt Rs. ¾ lakh and Customs 1¼ lakhs and Archæological three-quarters of a lakh.

On the Provincial side the works under General Administration, *i.e.*, Residences for Heads of Provinces, Provincial Legislative Councils and Commissioners and District Officers, etc., amounted to Rs. 8¾ lakhs.

Under Administration of Justice, the works and repairs cost Rs. 6¾ lakhs and under Jails and Convict Settlements nearly Rs. 7½ lakhs. The New Jail for female prisoners at Yeravda and quarters for the Medical Officer in the Central Prison at Belgaum were completed and a number of works in connection with the Nasik Road Central Prison and the District Prison at Karachi were in progress.

The expenditure under the head "Police" was Rs. 7 lakhs, chiefly in connection with the police accommodation scheme at Naigaum, Bombay, and Police Lines at Nasik, Karachi and Kambar.

Over Rs. 4¼ lakhs were spent on "Education" on new works and repairs to colleges, secondary and primary schools.

Under Medical over Rs. 10¼ lakhs were spent. A new laboratory building for the B. J. Medical School, Poona, and the Veterinary Dispensary at Jacobabad were completed while several works in connection with the Byramji Jeejeebhoy Hospital for children in the compound of the

ARCHITECTURAL

Sir J. J. Hospital, Bombay, the new building for Pathology and Bacteriology, Grant Medical College, Bombay, the Ellappa Balaram Pavilion, Sir J. J. Hospital, Bombay, and the new operation theatre and outpatients' Department at the Sassoon Hospital, Poona, were in progress.

Civil works cost nearly Rs. 3¾ lakhs. Certain repairs and additions and alterations were carried out to the Eastern portion of the old jail at Umerkhadi, to be placed at the disposal of the Bombay Children's Aid Society.

The new Government Central Press building at the Charni Road Gardens, Bombay, was completed during the year.

**Central Workshops, Dapuri.**—During the year under report the Workshops were run at a loss. This fact is mainly due to the workshop not receiving sufficient work. The gross turn-over was about Rs. 1¾ lakhs as against about Rs. 2 lakhs during the previous year.

ARCHITECTURAL

Designs and sketch plans were prepared for the Preventive officers' quarters at Matunga, Bombay, the Post Offices at Kalbadevi and Dadar, Bombay, Court buildings at Sholapur, Judicial Buildings at Jalgaon, Courts at Dharwar and the High Court at Karachi.

In regard to public or institutional buildings, designs were prepared for the Sir Currimbhoy Ebrahim Memorial Dental College and Hospital, the Rao Bahadur Ellappa Balaram Pavilion, quarters for 99 nurses, C. J. Hospital, and extension to the Bai Motlibai Hospital in connection with the J. J. Hospital reconstruction scheme, as well as for new buildings for Pathology at the Grant Medical College, Bombay, and a Chemistry block and new Hostel for students at the Agricultural College, Poona.

ELECTRICAL

An expenditure of Rs. 5 lakhs was incurred on electrical works during the year, important installations being provided in the Civil Hospital and Medical School, Hyderabad, Agricultural Farm buildings at Sakrand and Nasik Road Central Prison.

COMMUNICATIONS

Expenditure under this head amounted to Rs. 55½ lakhs of which Rs. 38 lakhs were spent on repairs to roads and bridges and Rs. 17½ lakhs on new works.

**Road Board.**—The second meeting of the Road Board was held on the 16th March 1927 and the third meeting on the 16th March 1928. At the second meeting it was resolved *inter alia* that out of the amount of Rs. 5 lakhs provided in the budget for works under communications to be selected by the Road Board, Rs. 12,000 should be given to the Divisional Committee for expenditure on traffic census work and the balance spent on the execution of such works as may be recommended by the Divisional Committees and approved by Government. An item of importance that was discussed at the third meeting was in connection with the creation of a separate Provincial cadre of District Local Board Engineers on the lines of the Madras model and it was resolved that the District Local Boards should be consulted in the matter.

### ARBORICULTURE

Nurseries were maintained at various places and the planting, watering and protection of road side trees continued to receive careful attention. About 75,664 trees were planted during the year along Provincial and Local Fund roads in charge of the Public Works Department.

### MISCELLANEOUS

Over Rs. 9 lakhs were spent on various water supply and drainage schemes. Improvements to water works at Poona, Nasik Road Central Prison, Nargund, Nipani, Pandharpur, Matheran, Kharpat villages near Uran, Jalgaon, Nandurbar, Dholka, Kapadwanj, Surat and Jacobabad and drainage works at Kapadwanj, Gadag-Bettigeri, Sholapur, Dhulia and Tando Adam were carried out during the year.

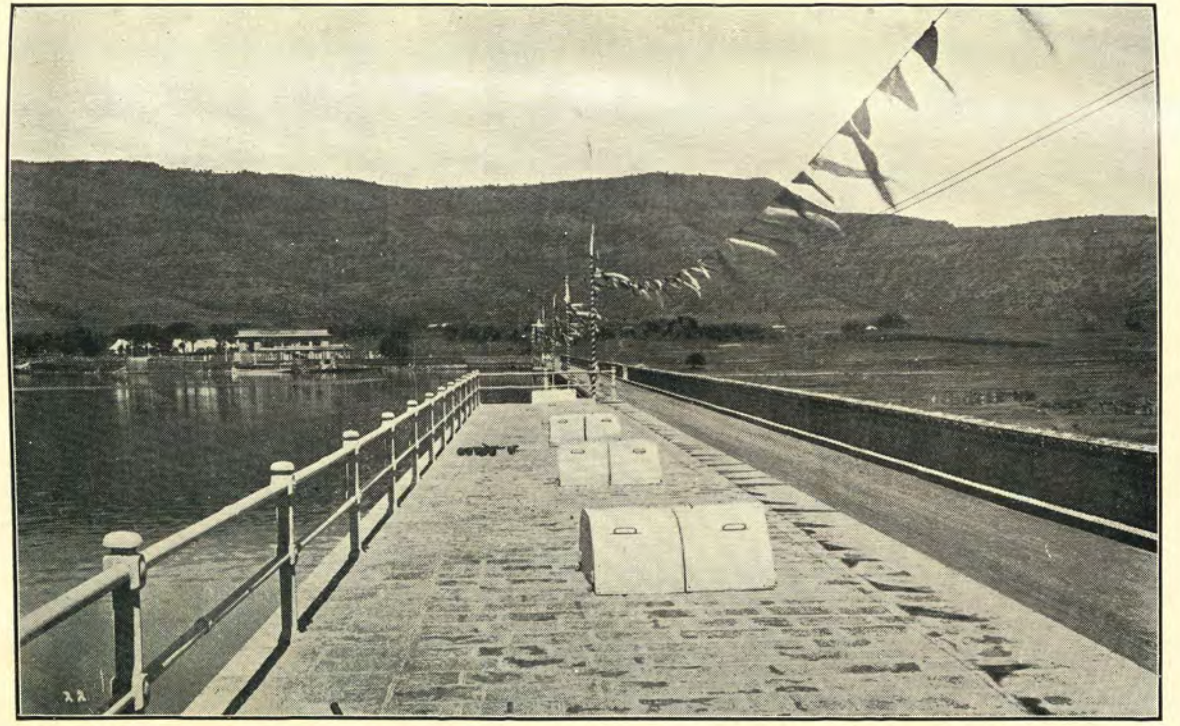
Boring operations in connection with the water supply by power and hand boring machines were conducted at Aden, Amarapura, Arnej, Chhaloda, Kariala, Koth, Mahudha, Manipur, Rupal Sindhraj, Thori Thamba, Zinzara, Nandurbar and Nasik road.

## IRRIGATION

### GENERAL

The Irrigation works in charge of the Public Works Department are divided into two distinct spheres, *viz.* (1) Sind and (2) Deccan and Gujarat.

In Sind the rainfall is usually negligible and cultivation depend mainly upon canal irrigation. In normal years out of the total cultivation done 90 per cent. is irrigated. The canals depend upon the river Indus, fed from its own upper reaches and by



LLOYD DAM—A BIRD'S EYE-VIEW LOOKING NORTH

[*To face page 146*

its tributaries, for their supplies. The great majority of the canals are inundation canals, *i.e.*, they flow only when the river is in flood. At present there are no weirs on the Indus in Sind and the depth of water available in the canals is governed solely by the level of the water in the river. On an average the period of flow of these canals may be taken as from the 15th June to 30th September, *i.e.*, 3½ months working season. For the rest of the year cultivation is restricted to areas served by wells or to lands which have been flooded during the inundation season.

Although irrigation in Sind pays in a year of normal inundation, the province is at present completely at the mercy of the vagaries of a constantly changing river. In a year of low inundation the canals fail completely and their failure spells ruin to cultivation over a vast tract of country. When the Lloyd Barrage scheme, which is under construction, comes into operation perennial irrigation will displace the present precarious inundation supply throughout that large portion of Sind commanded by this scheme.

In the Deccan and Gujarat rainfall is available for agricultural operations, but is often precarious. Tanks and canals provide irrigation to valuable crops like sugarcane and they are a source of supply to other crops also when the rainfall is deficient or irregular.

The irrigation works in the Bombay Deccan are fundamentally different from those in Sind, the Punjab, Egypt or Mesopotamia, where wide alluvial plains have been formed by very large deltaic rivers in perennial flow. The Bombay Deccan consists of a sloping tableland running Eastward from the ridge of the great geographical feature of Western India, the Western Ghats. These form a ridge running parallel to the sea coast at a distance from it of 50 to 100 miles; precipitous on the Western side they fall away more gradually to the East. The heaviest rainfall occurs on the peak of the Ghat ridge, where anything up to 250 inches or more of rain are recorded in the four monsoon months. The intensity of the rainfall very rapidly decreases as we go Eastward from the highest ridge, reaching a figure of 20 or 25 inches at a distance of 100 or 150 miles East of the Ghats. The rivers in the Bombay Deccan rise in the valleys close to the ridge, flow in an Eastward direction, and are dry, or practically so, for seven or eight months of the year. The line of the Ghats, like the ridge of a roof, divides the rainfall into two parts; one, the smaller portion, falling Westward into the Indian Ocean, and the other flowing, through long lengths of tortuous rivers

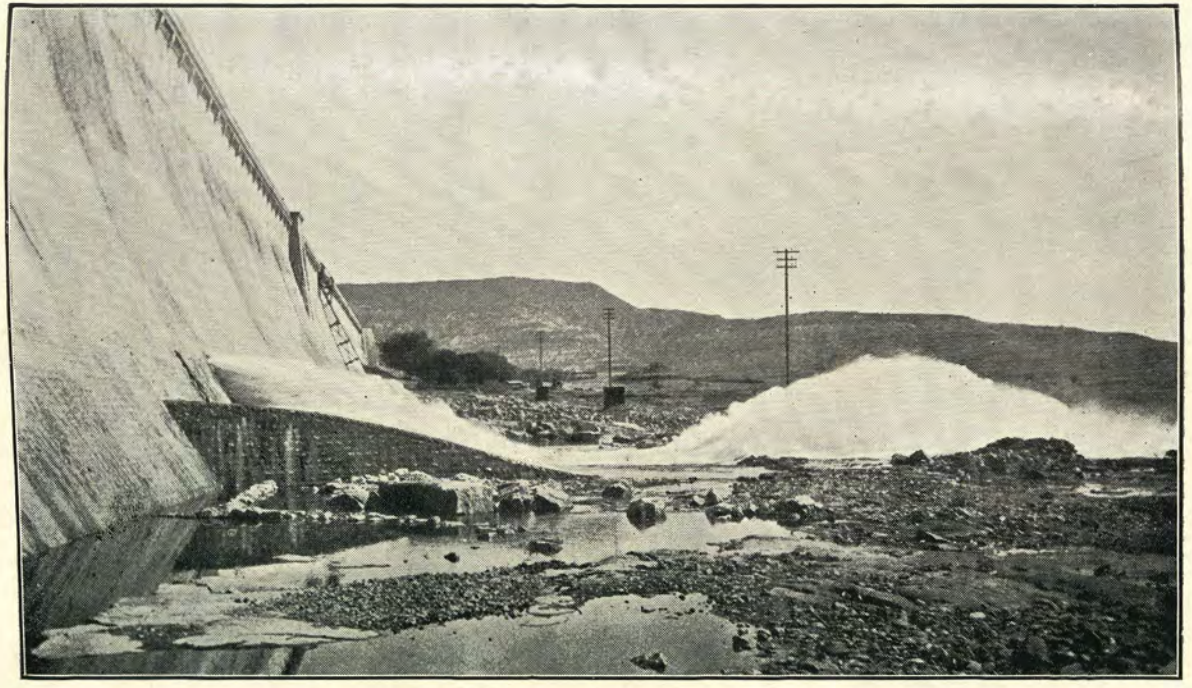
to the East, and joining the rivers which reach the sea on the South-Eastern coast of the peninsula. These rivers are in flow during the monsoon months only, and if no artificial means of conserving their waters were provided, the whole monsoon rainfall would be wasted so far as the Bombay Deccan is concerned, and would simply flow away to the sea, benefiting to but a small extent the country traversed.

The large irrigation systems in the Deccan are all of the same type. Each depends upon a storage lake near the head of one of the river valleys, where sufficient water is collected during the monsoon to supply the country on either side of the river valley below. The water stored during the rains is released as needed, during the dry months of the year and, at a point on the river which may be as far as 50 miles from the main storage lake, a pick-up-weir is constructed across the river-course to divert the water into canals which take off on either side of the weir. In one case only, that of lake Fife, at Khadakwasla near Poona do the canals take off from the flanks of the dam itself. The canals are always constructed at a considerably flatter slope than that of the river, and consequently are able to diverge from the river itself on each side of the valley ; as a rule each canal only irrigates the area between itself and the river. Of the new large irrigation works, the Pravara river works have been completed and the canals are in full operation. The Lloyd Dam at the head of the Nira Valley and feeding two large canals on either side of this valley has now been completed and formally opened. In Gujarat projects for reservoirs on the Panam river at Dejar and on the Watrak river near Magodi and Mehmadabad and for a weir across the Meshwa at Raska are under preparation.

The expenditure on all irrigation works in the Presidency during 1927-28 amounted to Rs. 365 lakhs of which Rs. 317 lakhs were spent in Sind and the balance in the Deccan and Gujarat.

The amount spent on works for which capital and revenue accounts are kept was Rs. 327 lakhs. The total receipts on those works amounted to Rs. 104 lakhs as against 109 lakhs in the previous year. The area irrigated was 3,526,000 acres—a decrease of 219,000 acres as compared with the average of the previous three years. The decrease was mainly in Sind where the area irrigated fell from 3,465,000 to 3,278,000. In the Deccan and Gujarat the area irrigated showed a decrease of about 32,000 acres as compared with the average.

For the remaining works for which capital accounts are not kept, the area under irrigation, *viz.*, 237,000 acres showed a



LLOYD DAM—WATER ISSUING FROM THE UPPER SLUICES. [*To face page 148*

decrease of 7,000 acres as compared with the average of the last three years. These works did not yield any revenue as the expenditure thereon, *viz.*, Rs. 39 lakhs, exceeded the receipts by about Rs. 21½ lakhs.

## SIND

The inundation of 1927 was a bad one. The river rose to the fair irrigating level very late and fell again early in September with no prolonged period of high water at any time. The fair irrigating level of 13 feet on the Bukkur gauge was reached on 26th July and was maintained for 21 days only. The fair irrigating level of 17 feet on Kotri Gauge was first reached on 25th July and was maintained for a period of 47 days. The rainfall during the season was scanty in Upper Sind where it was not of material benefit to the crops as it fell mostly late in July and in August when the canals were running full. There were torrential rains in Lower Sind which did considerable damage.

### INDUS RIGHT BANK CIRCLE

The supply in the Desert canal was inadequate until the first week of July after which it improved. The Unharwah canal worked efficiently throughout the season. The Begari canal was opened on 6th June. It ceased flowing on 21st October. The Choi branch worked well during July and August and the Mahiwah system fairly well throughout the season. The Chitti canal worked much better than in the previous year owing to resectioning of its head reach. There were breaches and leaks in the Garkino canal but they were closed and the canal on the whole worked satisfactorily. The Ghar canal was opened in the beginning of June. It was fed from the Arab Dhoro which was canalized and widened and worked satisfactorily throughout the whole abkalani. The Fordwah worked satisfactorily. The supply in the Sukkur canal was deficient in the beginning owing to the low river, but it improved gradually about the middle of July. As a consequence of the early fall of the river, rotations were resorted to on the Western Nara for saving the standing crops and for helping cultivation in the Mehar and Kakar talukas. The Pritchard canal worked very well throughout and materially assisted the Nara and its branches.

The Pinyari canal on the whole worked very satisfactorily. With the construction of a head regulator, the working of the Baghar canal system has considerably improved. The Kalri canal worked fairly satisfactorily. Cultivation on the Sattah canal was good but much of it was damaged by disease.

## INDUS LEFT BANK CIRCLE

The canals in this circle fall into two groups, *viz.*, (1) Eastern Nara system and (2) canals taking off direct from the Indus. The former include the Nara river, the Jamrao canal, the Mithrao canal, Khipro, Thar and Hiral canals all of which, except the Khipro canal which flows during the inundation only, are semi-perennial and are fed by the Nara Supply channel.

The Jamrao canal and its branches were maintained in good order. The area cultivated during the year was 225,000 acres of which over 102,000 acres were under cotton. The Mithrao canal worked with rotations almost throughout the season except during the period of torrential rainfall. The system irrigated an area of 123,000 acres. The 3rd and 7th mile distributaries of the Thar canal worked satisfactorily. The cultivation on the canal was about 36,000 acres. Rotations were resorted to on the Hiral and Khipro canals.

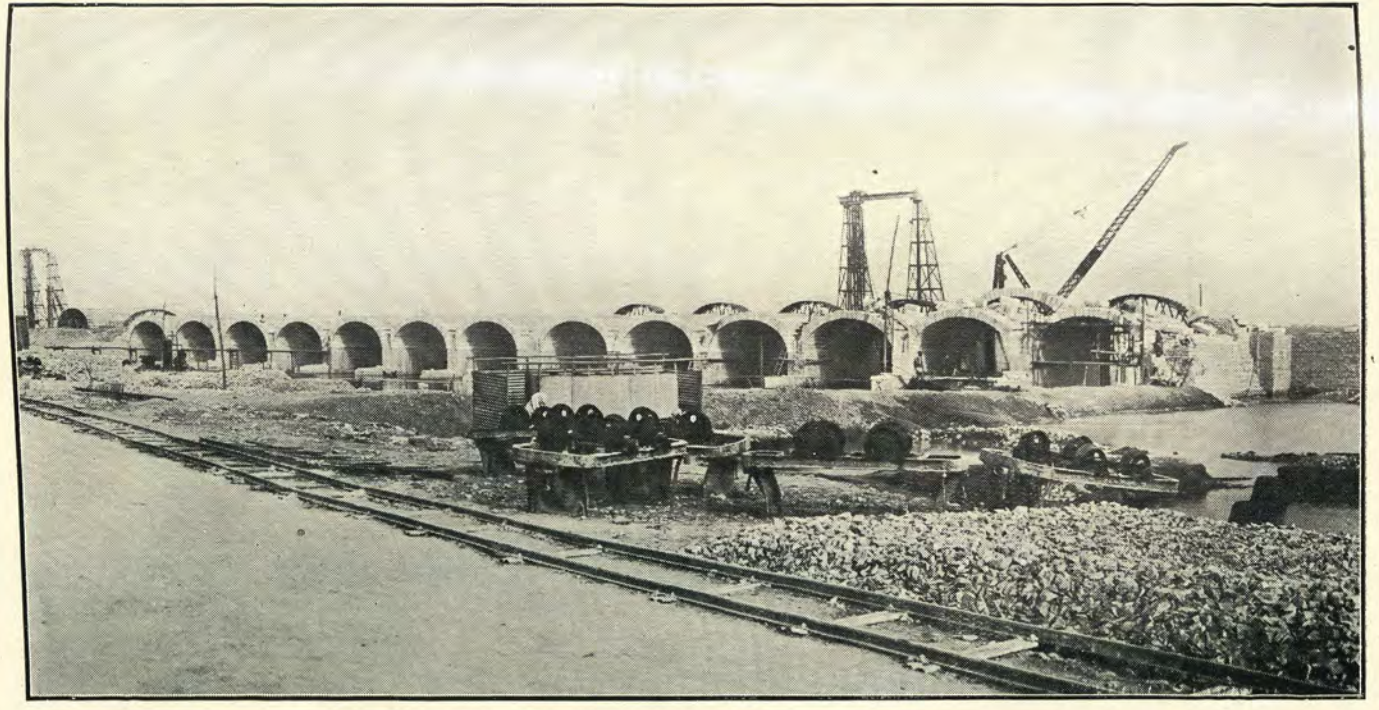
The **second group** includes the Nasrat, Dad, Fuleli, Hasanali and a large number of small canals which are classed as inundation canals.

Inspite of the unsatisfactory character of the inundation, the Nasrat Canal worked very well. The area irrigated during the year was about 104,000 acres. The Dad canal and its branches were maintained in good order. The cultivation on the canal system was about 127,000 acres as compared with 122,000 of the previous year. The Naulakhi canal worked satisfactorily up to the end of August.

The area, about 53,000 acres, cultivated on the canal during the year was slightly below the average. The head of the Fuleli canal is very favourable and flows with a river level of 2 feet at Kotri and thus obtains a very fair perennial supply. The maximum and average discharges were low during the year in comparison with previous years and consequently the area cultivated showed a corresponding decrease from 430,000 acres to 300,000 acres. All the branches of the Hasanali canal were thoroughly cleared during the year. The area irrigated in the Hyderabad Canals Division was about 254,000 acres.

## INDUS RIVER COMMISSION

The Indus River Commission is entrusted with the entire management and control of the River Indus in the province of Sind. It carries out the necessary surveys and constructs and maintains the river bunds which protect the country from high floods in the river. The total length of the river surveyed during the year was 596 miles. The Indus River Commission also



LLOYD BARRAGE—HEAD REGULATOR OF THE CENTRAL RICE CANAL FROM LAND SIDE. [*To face page 150*

arranges for the accurate gauging of the river and for velocity, silt and discharge observations. The results of these observations are published periodically.

### LLOYD BARRAGE AND CANALS CONSTRUCTION

The scheme consists of a barrage or weir across the Indus, three miles below the gorge at Sukkur, with three canals on the right and four on the left bank taking off therefrom, each with a separate head regulator. It is divided into five circles of superintendence with a Chief Engineer at the head. One Superintending Engineer is in charge of the construction of the Barrage, with the river training works and the headworks of the main canals, while the remaining Superintending Engineers are in charge of the construction of the canal systems.

As regards the construction of the Barrage the year was devoted to (1) the completion of service works, the collection of reserves of stocks of various materials such as lime, sand, stone, etc., and the erection of all plant required for works in the river, (2) further construction of the regulators on the Right and Left Banks and (3) construction of the barrage sluices on each bank of the river. The other circles were occupied in surveys, preparation of working designs of canals, acquisition of land for canals, construction of buildings and the excavation of main and branch canals both by mechanical excavators and manual labour.

Designs have been prepared for all main canals and for most of the branch and major subsidiary channels. Excavation was carried out with 44 dragline excavators of various types. Two more excavators are in course of erection. They will form the largest group of such excavators ever assembled in the world. The total capacity of the 44 dragline excavators is roughly 70 tons of earthwork excavated and dumped per minute or 1·2 tons per second, night and day for 5½ days a week and 250 days in the year. This represents the labour of nearly 30,000 men working all the year round or about 70,000 men working for five months of the year, the usual short season in Sind for this type of manual labour.

**Lloyd Barrage Circle.**—The alignment towers on the right and left banks were completed. The masonry work of five of the regulators, two on the right bank and three on the left bank, which form the flanks of the Barrage, with their wing and connecting walls were completed upto the springing level of the gate and road bridges. The centerings for arches were assembled and put into position on the Right Bank and the construction of 6 road bridge arches on the Rice Canal was in

progress. The cofferdams on the right and left banks for constructing the Barrage scouring sluices and the regulators on the Dadu canal and the Khairpur Feeder West were completed. All the machinery in the stone dressing shop was completed and it is now one of the largest and best equipped stone dressing shops in India. The dredgers were employed on pumping sand outside the cofferdam piling and on forming sand slopes inside the cofferdams. Kilns of the continuous and intermittent type for the manufacture of fat and hydraulic lime were fully employed and the lime manufactured was used in preparing lime mortar for Regulators and Barrage scouring sluices. The total quantity of earthwork done both by draglines and manual labour was approximately 2·5 crores cubic feet.

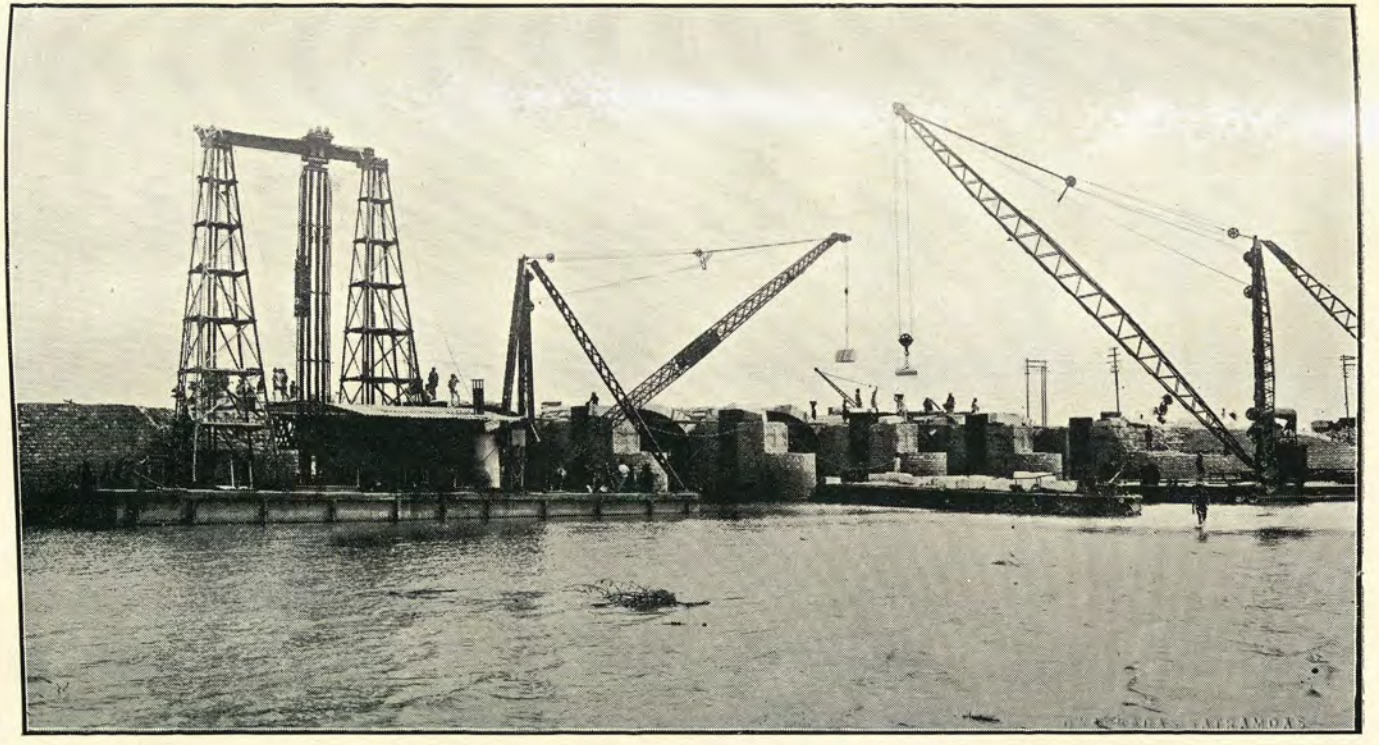
**In the North Western Circle** the total quantity of earthwork done was 38 crores cubic feet for main canals, branches and distributaries. The amount remaining to be done is about 46 crores cubic feet. Good progress was made with the construction of regulators and steel masonry bridges.

**In the Western Circle** the total quantity of earthwork done was 32·5 crores cubic feet. The amount remaining to be done is 82·5 crores cubic feet. Investigations were made in connection with the natural irrigation boundaries of the various branches and distributaries. A new Division called the Manchar Drainage Division was opened and organised. The construction of intermediate and tail regulators on the Rice and Dadu Canals, Johi and Warah branches was taken in hand. Similarly, two fall regulators on the Rice Canal and a number of steel and masonry bridges were in hand.

The total quantity of earthwork done in the **Rohri Canal Circle** was about 46 crores cubic feet. The amount remaining to be done is about 190·5 crores cubic feet.

**In the Eastern Nara Circle** the project for remodelling the Mithrao canal was nearly completed and good progress was made with the project for remodelling the Jamrao Canal. The total quantity of earthwork done was about 27 crores cubic feet. The amount remaining to be done is some 65 crores cubic feet.

**General items.**—Telephones were installed along the canals and branches under construction on both the banks of the river Indus. A well-equipped hospital on the Right Bank, and a dispensary on the Left Bank, with dispensaries at several places on the canals, for the treatment of staff and labour employed on works at Sukkur and on the dragline excavators, were most useful. A rectangulation survey of the area in the Barrage Canals Zone is being carried out. It is expected that the Survey of



LLOYD BARRAGE—HEAD REGULATOR OF THE NORTH WESTERN PERENNIAL CANAL FROM RIVER SIDE. [*To face page 152*

India will complete its part of the work, *viz.* the splitting of the commanded area into main rectangles measuring 2·5 miles by 1·6 miles and minor rectangulation to 320 acre rectangles, by the end of the year 1930. The total expenditure incurred on the project upto the end of March 1928 was about Rs. 7 crores.

## DECCAN AND GUJARAT

### NORTHERN CIRCLE

**The Hathmati and Khari Cut** is the only important canal system in this Circle, the remaining works being small tanks dependent upon local rains. The year under review was marked by unprecedented rainfall and very heavy floods in Gujarat, in consequence of which canals, tanks, roads, railway lines and buildings were seriously damaged. However, as the downpour was excessive only in the last week of July and moderate in August and September, the year proved, on the whole, to be a good one for irrigation. The area irrigated by the Hathmati and Khari Cut system was about 19,600 acres. The replenishment received in the Wangroli, Tranza-Nagrama, Savli and Saiat tanks was utilised for irrigating the kharif crops (mainly rice) but the demand for water either in the kharif or in the rabi season was not heavy owing to moisture in the soil due to the abnormal rainfall. The area irrigated by these tanks was about 3,100 acres. At the Muvalia tank, owing to the abnormally heavy floods over the waste weir some damage was done but this has been repaired. The total area irrigated by this tank was 1,431 acres. Special repairs to small irrigation tanks which were damaged by the excessive rain and floods have been carried out. The reclamation bunds in the Broach District continued their usual process of gradually reclaiming the salt land by siltation.

### CENTRAL CIRCLE

The most important irrigation works in this circle are *the Ekruk tank, Jamda and the Krishna Canals.* Besides providing water for irrigation, the Ekruk tank supplies the demands of the town of Sholapur and the Mills; but is not able, when at times replenishment is deficient, to meet all the agricultural and non-agricultural demands on it. A subsidiary scheme to supplement the supply in the tank is under the consideration of Government. The sixteen first class irrigation works in this circle irrigated an area of over 31,000 acres.

### DECCAN IRRIGATION CIRCLE

The largest and the most important irrigation works in the Presidency proper are in the Deccan.

**Mhaswad tank.**—This irrigation tank is formed by an earthen dam across the Man river, 9,000 feet long and 80 feet high at its highest point and has a storage capacity of 2,600 million cubic feet. It is situated on the eastern border of the Satara District but irrigates lands in the Sholapur District. The tank irrigated this year about 6,600 acres.

**The Godavari Canals.**—This was the first of the important irrigation works undertaken in the Central Deccan for protection of areas liable to famine. It was completed in 1915-16 at a cost of a little over one crore of rupees. This system comprises (1) a storage reservoir called Lake Beale on the Darna river (2) a pick-up weir at Nandur Madhmeshwar on the Godavari river and (3) the Godavari Right and Left Bank canals. The Right bank canal is 69 miles long and the Left Bank canal is 48 miles long and they irrigate lands in the south of Nasik District and in the north of Ahmednagar District. The area of all crops irrigated by this system was about 37,000 acres.

**The Mutha Canals.**—This irrigation scheme consists of

(1) a storage reservoir at Khadakvasla known as Lake Fife

and

(2) the Mutha Right and Left Bank canals.

The water of the lake is used partly for supplying drinking water to Poona and partly for irrigation. As a consequence of the good monsoon and rabi rains, the demand both for monsoon and rabi crops was much less than anticipated. The system irrigated about 15,000 acres as compared with the average area of about 21,000 acres.

**The Kadwa and Girna River Works** are two small irrigation systems in this Circle. The area irrigated by these two systems was about 8,700 acres.

**Pravara River Works.**—The system comprises—

(1) The Wilson dam, 1,600 feet in length and 282 feet high impounding Lake Arthur Hill at Bhandardara on the Pravara river with a storage capacity of some 10,000 million cubic feet at present.

(2) a pick-up-weir at Ojhar 890 feet long and

(3) two canals named the Pravara Right and Left Bank Canals 33 miles and 48 miles long respectively.

This system is now in full operation. The culturable area commanded by the canals is in the Ahmednagar District, a tract of scanty rainfall and very liable to famine. The area irrigated was about 24,000 acres, which is less than that of the previous year. The falling off in area was chiefly due to the timely and copious rainfall in the canal area.

LLOYD BARRAGE—RIGHT BANK COFFERDAM FROM DADU CANAL REGULATOR. [*To face page 154*

**The Lloyd Dam at Bhatgar and the Nira Right Bank Canal.**—The project comprises the Lloyd Dam at Bhatgar to replace the old Bhatgar Dam, a much smaller structure constructed some 40 years ago for the Nira Left Bank Canal only and the new Right Bank canal, 106 miles long. The new lake impounds about 24,000 million cubic feet of water and supplies the old Left Bank canal and the new Right Bank canal both of which take off from the pick-up-weir on the Nira river at Vir some 17 miles below Bhatgar. The project mainly benefits the western portion of the Sholapur Collectorate—a tract notoriously liable to famine. The Lloyd Dam is now practically complete and stores the full volume of water. The parapet and road over the dam have been finished.

Practically all deep cutting and high banks and masonry works have been completed up to the end of the canal. The progress on distributaries and branches is satisfactory. The distributary system is being constructed on up to date principles and the latest types of measuring devices are being provided at distributary heads and also at frequent intervals on the channels. Irrigation has already commenced and the area irrigated during the year was about 17,000 acres.

**Second class irrigation works.**—These include numerous bandharas or weirs built across small streams with a good natural supply of water to raise the level of the water sufficiently to command the adjacent lands. In all there are about 300 of these small works in the Nasik Collectorate alone and a large number also exist in West Khandesh.

IRRIGATION DEVELOPMENT AND RESEARCH CIRCLE

This new Circle was formed on 1st December 1927 and two Executive Divisions, *viz.*, the Nira Left Bank canal and Special Irrigation Divisions which were formerly under the Deccan Irrigation Circle, were placed under it.

**Nira Left Bank canal and Shetphal tank.**—This system forms part of a scheme which was one of the poineer irrigation works in the Deccan and irrigates lands on the Left bank of the Nira river. The canal protects a tract with an extremely precarious rainfall in the Poona District. The system originally consisted of a storage reservoir at Bhatgar, a pick-up-weir at Vir and a canal about 100 miles long with a tank called the Shetphal tank at the tail thereof used for the purpose of storing a portion of the surplus monsoon flow in the river. The scheme is financially the most remunerative of the larger protective irrigation works now in operation in the Deccan. The system irrigated about 73,000 acres.

**Nira Valley Development Project.**—This project comprises remodelling the Nira Left Bank canal and the construction of an additional storage at Vir to supplement the storage at Bhatgar. The remodelling of the canal and surveys for remodelling distributaries were in progress.

SCIENTIFIC INVESTIGATION WORK

The strictly scientific side of irrigational problems and practice is being dealt with in the Special Irrigation Division.

The principal subjects dealt with were :

(1) Soil and sub-soil classification ; (2) soil-selection ; (3) drainage of water-logged lands and measures to prevent water-logging ; (4) reclamation of salt lands ; (5) block revision and formation ; (6) observation of sub-soil water levels ; (7) improvement in distribution and measurement of water ; (8) irriculture, *i.e.*, the interaction of irrigation and agriculture ; (9) soil physics ; (10) hydraulic experiments and (11) rain and river gauge work.

A most important portion of the work undertaken by the Special Irrigation Division during the past has been the investigation of the lines on which irrigation methods can be modified to meet agricultural requirements and the degree to which agricultural methods can be modified to meet irrigation necessities and limitations. The whole future of Deccan Irrigation depends on the satisfactory solution of this exceedingly complex problem and the research work already effected definitely shows that by altering the present methods both Government and the cultivator will benefit enormously. It has also been proved that by improved methods of distribution, the area irrigated with a given volume of water can be increased by as much as 30 per cent. on a distributary. The aim of the system is to record by means of modules and semi-modules correct discharges at suitable intervals. The direct advantages to the cultivators which must follow from a reliable and constant supply are very considerable, in that they will get better crops ; but the indirect benefits will also be great, in that when the system has been perfected, it will be possible to allow the internal distribution to be carried out largely by the cultivators themselves. The prevention of waste and reduction of the volume of water used will lead to less water entering the sub-soil and thus to a reduction of the area of land damaged by water-logging. This in turn will increase the area available for cultivation.

Experiments with regard to volumetric supply of water and in the management of irrigation by irrigation panchayat were in progress at Malegaon on a distributary of the Nira Left Bank canal.

SOUTHERN CIRCLE

Among the irrigation works in this Circle, the **Gokak Canal** is the most important. The system consists of a weir across the Ghataprabha river at Dhupdal in the Belgaum District, 16 miles of main and branch canals and 35 miles of distributaries. The work of raising the crest of the Dhupdal weir has now been completed.

The cotton mills at Gokak and the Madras and Southern Mahratta Railway were supplied with water as usual. The area irrigated by the canal during the year was 9,900 acres.

The Dharma canal stands next in importance in this circle. The crops raised on lands irrigated by the canal and by tanks fed by the canal were very good. The remaining irrigation works are small and are situated chiefly in the Dharwar Irrigation Division.

## RAILWAYS

The railway lines in the Bombay Presidency are not administered by the Government of Bombay but are under the direct control of the Railway Board. The Railway Board has also the control of Railway lines in the Indian States within the Bombay Presidency.

The total length of Railway open for traffic in the Bombay Presidency (including Sind) was 5,689·59 miles including 94·57 miles of line newly opened, *viz.*—

(*i*) Hotgi-Sholapur Railway (length 9·65 miles).

(*ii*) Pandharpur-Miraj extension (length 84·92 miles).

Land required for the construction of the Jambusar-Kavi Railway was taken over and 95 per cent. of the formation and 50 per cent. of the permanent-way linking was completed.

Land required for the construction of the Samni-Dehej Railway was taken over and 93 per cent. of the formation and 25 per cent. of the permanent-way linking was completed.

The electrified lines between Colaba and Borivli were opened by His Excellency the Governor of Bombay on 5th January 1928.

Seventeen surveys were completed or in progress.

## CHAPTER VIII

# VITAL STATISTICS AND MEDICAL RELIEF

Apart from the somewhat severe epidemic of cholera which prevailed in the Southern, Central and Western Registration Districts during the period April to October, the health of the Presidency as a whole compared favourably both with the previous year and with the mean for the five years 1922-26. In spite of a total mortality of 26,153 from cholera causing a rise in the death-rate from practically nil in the previous year to 1·36 per 1,000 (mean ·21) in 1927, there was a fall in the total death-rate for the Presidency from 28·55 to 25·71 (mean 25·86), which was due chiefly to improvement in the death-rates under the headings Fever (11·61 to 9·73, mean 10·59), Respiratory Diseases (5·38 to 4·59, mean 4·63), and other causes (8·67 to 7·81, mean 7·68); and to a lesser degree under Plague (·51 to ·21, mean ·77), and Dysentery and Diarrhœa (1·78 to 1·33, mean 1·33). Small-pox on the other hand showed a return to the mean of previous years (·20 to ·27, mean ·26).

Other favourable features of the year were (a) the lowest number of deaths from Plague since its importation into the Presidency, (b) a decrease in infant mortality from 194 in the previous year to 161, showing a return to the figure of 1923 (160) which was the lowest on record, (c) a birth-rate of 36·85, only slightly lower than that of the previous year, and (d) an excess of births over deaths of 213,394—an increase of births that is to say without a corresponding rise in the infantile death-rate which often accompanies it.

**Births.**—With the exception of 1926, the year under report showed the highest number of births recorded since 1916. The total number of births registered was 706,285 showing a slight decrease of 3,850 over the figures for 1926 but an increase of 62,001 on the decennial mean figure—644,284. The birth-rate for the year for the Presidency as a whole was 36·85, against 37·05 during the previous year. For the Presidency proper excluding Bombay City and Sind the rate was 41·32 against 41·35 and for the Province of Sind 23·05 against 24·30 in 1926. The drop in the figures for the Presidency as a whole appears to be due principally to a fall in the Nawabshah, Thar and Parkar, Larkana, Ratnagiri and Sholapur

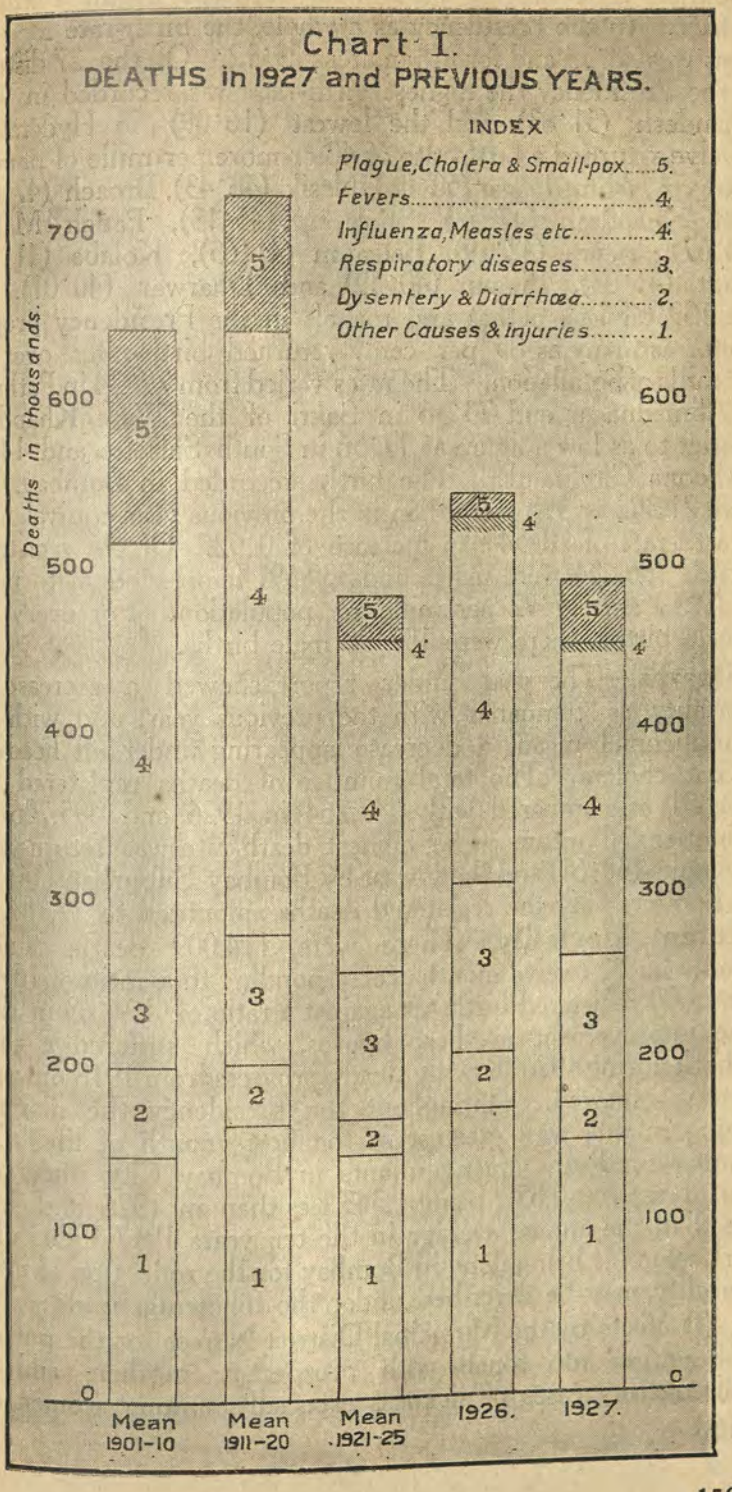


Chart I.
DEATHS in 1927 and PREVIOUS YEARS.
INDEX
Plague, Cholera & Small-pox.....5.
Fevers.....4.
Influenza, Measles etc.....4.
Respiratory diseases.....3.
Dysentery & Diarrhœa.....2.
Other Causes & injuries.....1.
Deaths in thousands.
700
600
500
400
300
200
100
0
Mean 1901-10
Mean 1911-20
Mean 1921-25
1926.
1927.

districts. The biggest drop of all occurred in the Ratnagiri district. In the Presidency as a whole, the birth-rate for rural areas was 38·73 and for urban areas 29·12. Of the 27 districts in the Presidency the highest birth-rate was recorded in West Khandesh (51·83), and the lowest (16·09) in Hyderabad. Twelve returned a birth-rate of 40 or more per mille of population, viz., Ahmednagar (50·06), Nasik (48·43), Broach (47·61), East Khandesh (47·52), Sholapur (45·13), Panch Mahals (44·67), Satara (42·19), Belgaum (41·63), Kolaba (41·14), Surat (41·03), Bijapur (40·39) and Dharwar (40·01). Of the 189 talukas, pethas and mahals in the Presidency proper, 160 or as many as 85 per cent. returned birth-rates over 35 per mille of population. The rates varied from 79·24 in Pathardi in Ahmednagar and 73·36 in Sakri of the West Khandesh district to as low a figure as 17·56 in South Salsette and 14·93 in Poona City taluka. The births recorded in Bombay City were 21,302 or 598 more than in the previous year equivalent to a birth-rate of 18·54—an increase of 0·52. Of the registered births, 366,694 were males and 339,591 females equal to ratios of 19·13 and 17·72 per mille of population. For every 100 female births, there were 107·98 male births.

**Deaths.**—The year under report showed a decrease in mortality as compared with the previous year, and with the quinquennial mean, a decrease appearing under all headings except cholera. The total number of deaths registered was 492,891 as compared with 547,264 in 1926 and 495,706 the quinquennial mean. The highest death-rate was returned by Sholapur (34·61) and the lowest by Bombay Suburban (16·55). In Bombay City the registered deaths amounted to 27,384.

**Infant Mortality.**—There were 114,009 deaths among infants under twelve months corresponding to a ratio of 161·42 per 1,000 registered births as against a ratio of 194·63 in 1926. The improvement in these figures, which suffered a slight setback during 1926 showing steady progress from 1918 onwards, is thus renewed. Throughout the Presidency the mortality among infants was greatest in the first month of life. The number of deaths among infants in Bombay City under one year of age was 6,857, being 1,343 less than in 1926 and 3,175 less than the annual average in the ten years 1917-1926. The work which is being done in Bombay for the reduction of infant mortality may be described under the following heads :—

(i) Visits by the Municipal District Nurses for the purpose of getting into touch with prospective mothers and for discovering cases of sickness especially among women and

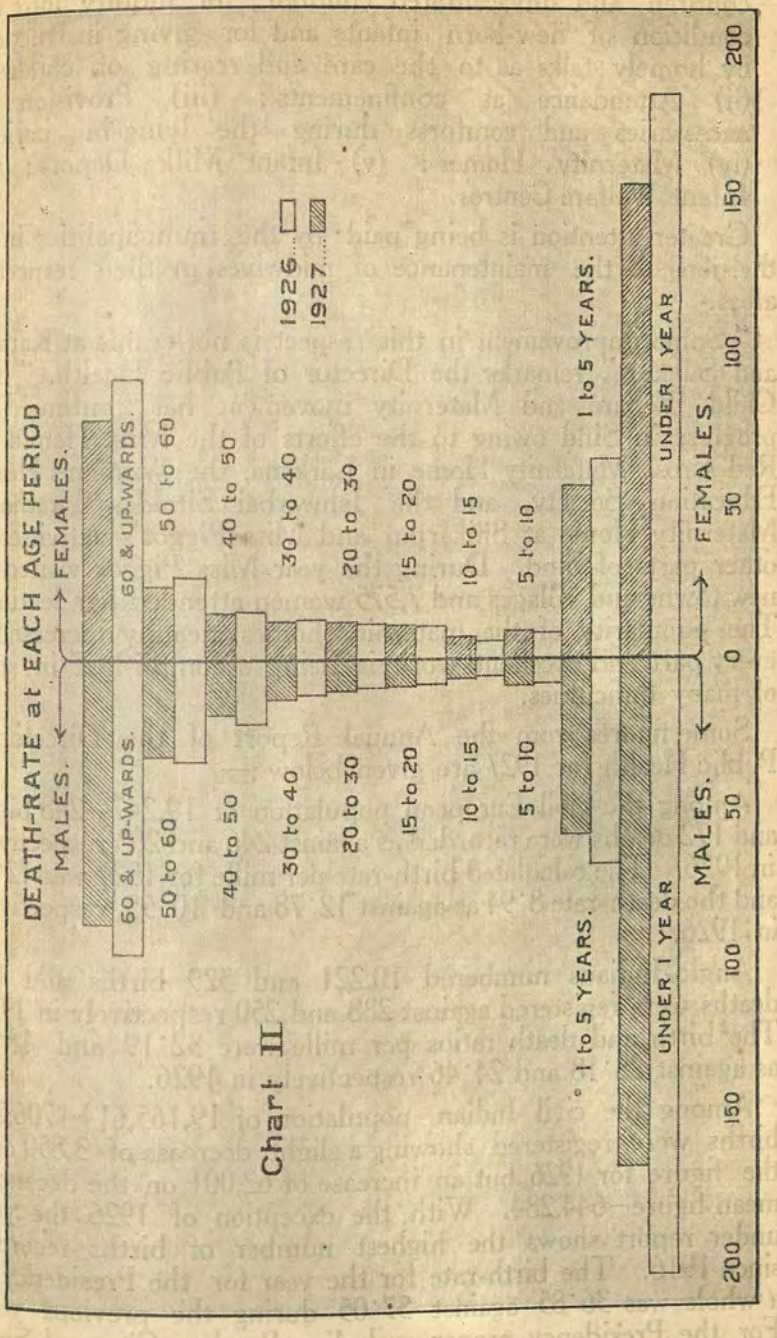

DEATH-RATE at EACH AGE PERIOD
MALES. ← → FEMALES.
60 & UP-WARDS.
50 to 60
40 to 50
30 to 40
20 to 30
15 to 20
10 to 15
5 to 10
1 to 5 YEARS.
UNDER 1 YEAR
1926
1927
200 150 100 50 0 50 100 150 200
MALES.
FEMALES.

Chart II

children and unvaccinated children; for inquiry into the condition of new-born infants and for giving instructions by homely talks as to the care and rearing of children; (ii) Attendance at confinements; (iii) Provision of necessaries and comforts during the lying-in period; (iv) Maternity Homes; (v) Infant Milk Depots; (vi) Infant Welfare Centres.

Greater attention is being paid by the municipalities in all divisions to the maintenance of midwives in their respective areas.

" Some improvement in this respect is noticeable at Karachi and Sukkur " remarks the Director of Public Health. " The Child Welfare and Maternity movement has continued to progress in Sind owing to the efforts of the Mrs. Hamid Ali Red Cross Maternity Home in Larkana, the Women's Health Education Society, and the Ishwarbai Sitaldas Tirathadas Maternity Home at Shikarpur and Miss Piggot's activities in other parts of Sind. During the year Miss Piggot visited 40 new towns and villages and 7,575 women attended her lectures. The popularity of the maternity homes steadily increased in every part and excellent work is being accomplished in spite of many difficulties."

Some figures from the Annual Report of the Director of Public Health for 1927 are given below :—

Among the civil European population of 19,247—248 births and 172 deaths were recorded as against 246 and 203 respectively in 1926. The calculated birth-rate per mille for 1927 was 12·88 and the death-rate 8·94 as against 12·78 and 10·55 respectively in 1926.

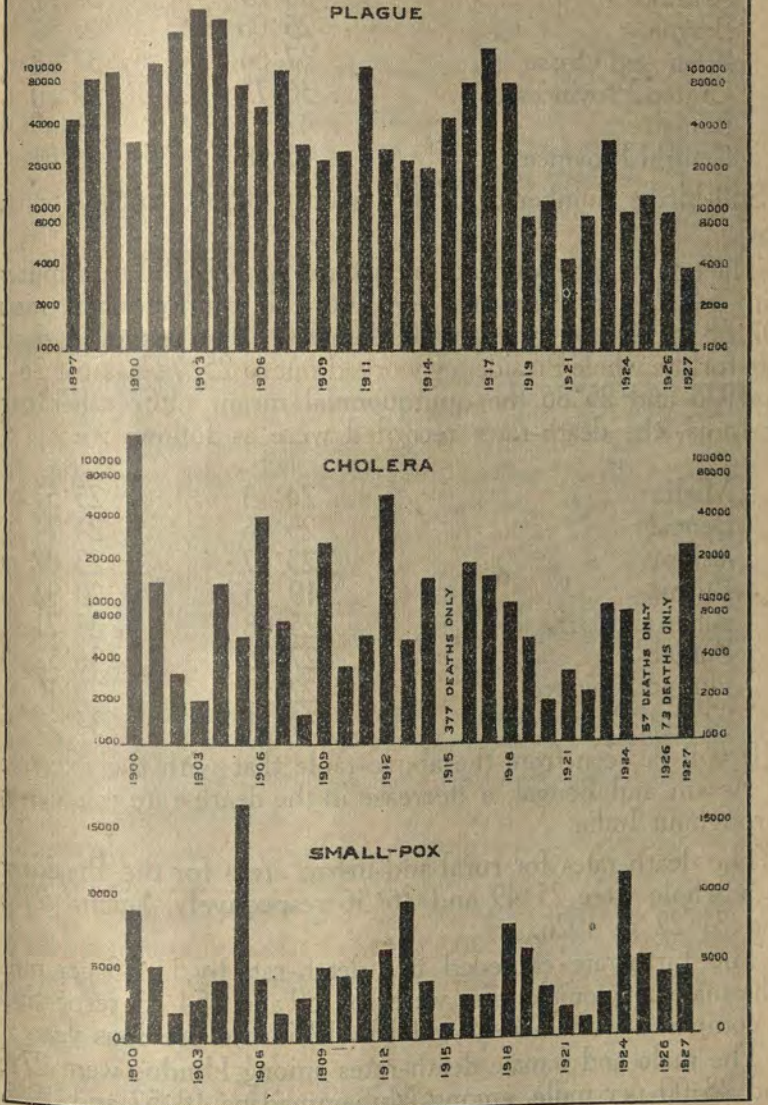
Anglo-Indians numbered 10,221 and 329 births and 186 deaths were registered against 288 and 250 respectively in 1926. The birth and death ratios per mille were 32·19 and 18·20 as against 28·18 and 24·46 respectively in 1926.

Among the civil Indian population of 19,165,614—706,285 births were registered showing a slight decrease of 3,850 over the figure for 1926 but an increase of 62,001 on the decennial mean figure—644,284. With the exception of 1926 the year under report shows the highest number of births recorded since 1916. The birth-rate for the year for the Presidency as a whole was 36·85 against 37·05 during the previous year. For the Presidency proper excluding Bombay City and Sind, the rate was 41·32 against 41·35 in 1926 and for the Province of Sind 23·05 against 24·30 in 1926. The rates recorded

## Chart V

### ANNUAL INCIDENCE OF DEATHS FROM EPIDEMIC DISEASES

*Scale figures represent actual deaths. For Plague & Cholera, figures are at their log. intervals and only those above 1000 are shown.*



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in other parts of India for the last two years are given below :—

| | 1927 | 1926 |
|---|---|---|
| Madras .. | .. 36·05 | 36·10 |
| Bengal .. | .. 27· 7 | 27·43 |
| Assam .. | .. 30·25 | 30·82 |
| Burma .. | .. 25·08 | 27·59 |
| Bihar and Orissa .. | .. 37·64 | 37·28 |
| United Provinces .. | .. 36·73 | 34·20 |
| Punjab .. | .. 42·27 | 41·65 |
| Central Provinces | .. 45·58 | 46·03 |

Still-births numbered 11,117 against 11,550 in the previous year.

The total number of deaths registered was 492,891 as compared with 547,264 in 1926 and 495,706 the quinquennial mean. 107·88 males died for every 100 females. The recorded death-rate for the whole Presidency worked out to 25·72 against 28·55 in 1926 and 25·86 the quinquennial mean. For other parts of India, the death-rates recorded were as follows :—

| | 1927 | 1926 |
|---|---|---|
| Madras .. | .. 24· 3 | 25·57 |
| Bengal .. | .. 25· 6 | 24·74 |
| Assam .. | .. 23·47 | 23·02 |
| Burma .. | .. 19·55 | 20·92 |
| Bihar and Orissa .. | .. 25·08 | 25·71 |
| Punjab .. | .. 27·46 | 36·52 |
| United Provinces .. | .. 22·59 | 25·10 |
| Central Provinces | .. 31·31 | 34·33 |

It will be seen from the above table that with the exception of Assam and Bengal, a decrease in the death-rate was general throughout India.

The death-rates for rural and urban areas for the Presidency as a whole were 25·49 and 26·56 respectively, against 27·98 and 31·22 in 1926.

The birth-rate exceeded the death-rate by 11·13 per mille. The male and female rates were 167·89 and 154·43 respectively as compared with 203·43 and 185·12 in the previous year.

The male and female death-rates among Hindus were 27·83 and 28·00 per mille, among Muhammadans 18·52 and 19·51, among Parsis 16·28 and 16·02, among Christians 16·47 and 18·71 and among Jains 16·43 and 19·54 respectively.

Deaths among all Indians totalled 492,891, cholera being responsible for 26,153, small-pox for 5,091, plague for 4,076,

fevers for 186,543, dysentery and diarrhœa for 25,447, respiratory diseases for 87,963, injuries for 7,873 and all other causes for 149,745.

Charts illustrating total deaths and deaths by causes, death-rate at each age-period and annual incidence of deaths from epidemic diseases are attached.

## EPIDEMIC DISEASES

**Plague.**—During the year the total number of deaths recorded for the Presidency was 4,076 equal to a death-rate of ·21 as contrasted with 9,866 with a death-rate of ·51 in the preceding year. Two hundred and seven deaths were reported in Bombay City during the year ; no death occurred among the Europeans and Anglo-Indians. Aden was quite free from plague.

For a number of years now the heavy incidence has been confined to 5 or 6 districts in the Deccan and for the year under report four of these contributed some 80 per cent. of the mortality. They were Dharwar 1,594 ; Satara 684 ; Belgaum 569 and Bijapur 405. Kolaba was responsible for 121 ; otherwise the North Konkan was almost free from the disease. Gujarat and Sind were entirely immune with the exception of 48 deaths in Surat. Indian States returned 299, Kolhapur and Southern Maratha Country States showing the highest figure, *viz.* 291. Other States escaped entirely except Satara Agency which reported 8 deaths.

Four special plague inoculators were engaged by the Public Health Department at the outbreak of the epidemic to supplement the Medical Officers of dispensaries, private practitioners and others.

**Cholera.**—A severe epidemic of cholera prevailed from March to November 1927 and resulted in 26,153 deaths. In 1925 and 1926 there were 57 and 73 deaths respectively and an outbreak comparable with the present one has not occurred since 1919 when a widespread epidemic resulted in over 50,000 deaths. Previous bad cholera years were 1912 (64,500), 1909 (28,700), 1906 (46,000) and 1900 (163,200). Cholera was responsible for 26,153 deaths against 73 in 1926 and 57 in 1925—the two remarkable record years for absence of cholera. Of this total number, 13,761 were males and 12,392 females. The death-rate per 1,000 of population was 1·36, the quinquennial mean being 0·21. In the Presidency proper, all the Collectorates with the exception of Broach, Kaira and Panch

Mahals were more or less affected, while in Sind 4 out of the 7 districts reported deaths. The epidemic was chiefly confined to the districts of Belgaum (7,575 deaths), Dharwar (3,613), Bijapur (2,694), Satara (4,070), Sholapur (3,502), Poona (1,233) Ahmednagar (821), and East Khandesh (1,298). Bombay City recorded 80 deaths. It prevailed to a greater or smaller extent in 186 Registration Circles affecting 2,667 villages. The epidemic reached its height in April, during which 5,772 deaths occurred, and had practically ceased by November. During the year under report, 14 medical officers were appointed on cholera inoculation duty. The total number of persons inoculated against cholera was 95,139.

A grant of Rs. 15,000 was sanctioned by Government for measures against outbreaks of cholera, *e.g.*, supply of potash permanganate for disinfection of village water supplies, cholera treatments and ingredients for Tomb's Mixture. In addition, out of the total grant of Rs. 31,000 sanctioned for inoculation against plague, cholera and other epidemics, a sum of Rs. 22,000 was expended in connection with cholera inoculation and the purchase of anti-cholera vaccine.

**Small-pox.**—There was a slight rise in mortality from small-pox as compared with the previous year, the total number of deaths recorded during the year being 5,091 (2,573 males and 2,518 females) against 3,922 in the previous year and 4,940 the mean of previous five years. The death-rate was ·27 against ·20 in 1926 and ·26 the quinquennial mean.

Of the 5,091 deaths from small-pox, 1,451 were of infants under one year and 2,368 of children between one and ten years of age. Ninety-three per cent. of the mortality occurred during the first six months of the year, April recording the maximum mortality.

**Influenza.**—The epidemic is reported to have been the mildest of all, second only to that of 1925, the total number of deaths during the year being 267 against 362 in the preceding year.

**Malaria.**—45,641 deaths from malaria were recorded in the whole Presidency against 54,224 in 1926, the death-rate being 2·38 against 2·83 in 1926. The urban and rural death-rates were ·84 and 2·76 respectively as compared with 1·13 and 3·24 in 1926. As usual, rural death-rates are considerably higher than urban. The highest rural death-rates from malaria were recorded in Sind, Thar and Parkar showing a rural death-rate of 10·86. In urban circles, the highest death-rate in Sind was recorded in Garhi-Yasin (17·10). In the Presidency proper the rate for Dholka (14·07) was the highest for towns.

G. T. HOSPITAL, BOMBAY—NEW PRINCE OF WALES WARDS.

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For the treatment of sufferers, 53 S.M.S. Officers were appointed on special duty.

Grants were placed at the disposal of the Director of Public Health for free distribution and cheap sale of quinine. An endeavour was made to bring supplies of the drug within reach of the villagers.

**Flood and Rain.**—In Gujarat and in Sind, very heavy rains occurred during the last week of July and the first week of August 1927. Immediately the floods had subsided, the Assistant Director of Public Health, Gujarat Registration District, issued circulars to the Presidents of District Local Boards and municipalities embodying instructions for cleaning up villages, disinfection of sources of watersupplies, disposing of dead animals and treating stagnant water. The escape of Gujarat from the epidemic diseases like enteric fever, dysentery and cholera is due to the prompt action taken by the local authorities under the guidance of the Assistant Director of Public Health, and the excellent co-operation received from them. Similar measures were adopted in Sind, with similar results.

## HOSPITALS AND DISPENSARIES

Over three and a quarter million patients are treated every year in the hospitals and dispensaries of the Presidency which are maintained out of public, local or municipal funds, or receive aid from Government. The total number of institutions open at the end of 1927 was 650 as against 644 in 1926.

In Bombay the schemes for the expansion of the J. J. and allied hospitals and of the G. T. Hospital are making steady progress. The work on the North Wing of the G. T. Hospital was completed. In the mofussil the more important works carried out during the year were the construction of a new out-patients Department and the building of an operation theatre at the Civil Hospital, Poona. The Larkana Civil Hospital was provided with a new operation theatre.

The total number of patients treated during the year was 3,357,000 as compared with 3,205,000 in the previous year, an increase of 152,000 or 4·7 per cent. Both in-patients and out-patients contributed to the increase. Of the total treated 94,000 were in-patients and 3,263,000 were out-patients.

Of the indoor patients treated 54,867 were cured, 13,965 were relieved, 8,914 were discharged for other reasons and 6,492 died. The ratio of deaths per cent. to the total treated was 6·9 against 7·3 in 1926.

The number of beds available was 7,047 or 420 more than in the previous year, the daily average number of patients occupying them being 4,266·5 as compared with 3,837·2 in the previous year. The average daily attendance of out-patients was 31,106·4 against 29,514·7.

Nearly 150,000 surgical operations were performed, an increase of 5·7 per cent.

The total number of patients treated at female hospitals and dispensaries rose from 129,564 to 132,695.

The total income, inclusive of cash balances, amounted to Rs. 65·68 lakhs of which Rs. 5·28 lakhs were contributed by local funds and Rs. 15·96 lakhs by municipal funds. The interest on invested capital yielded Rs. 69,000. Subscriptions amounted to Rs. 1·10 lakhs, while of a total of Rs. 5½ lakhs under miscellaneous receipts Rs. 2·18 lakhs were realised as hospital fees and Rs. 1·98 lakhs were contributed by the several Nursing Associations.

The total expenditure amounted to Rs. 62·72 lakhs, an increase of Rs. 6¾ lakhs on the previous year. The net cost was Rs. 59·74 lakhs.

## SANITATION

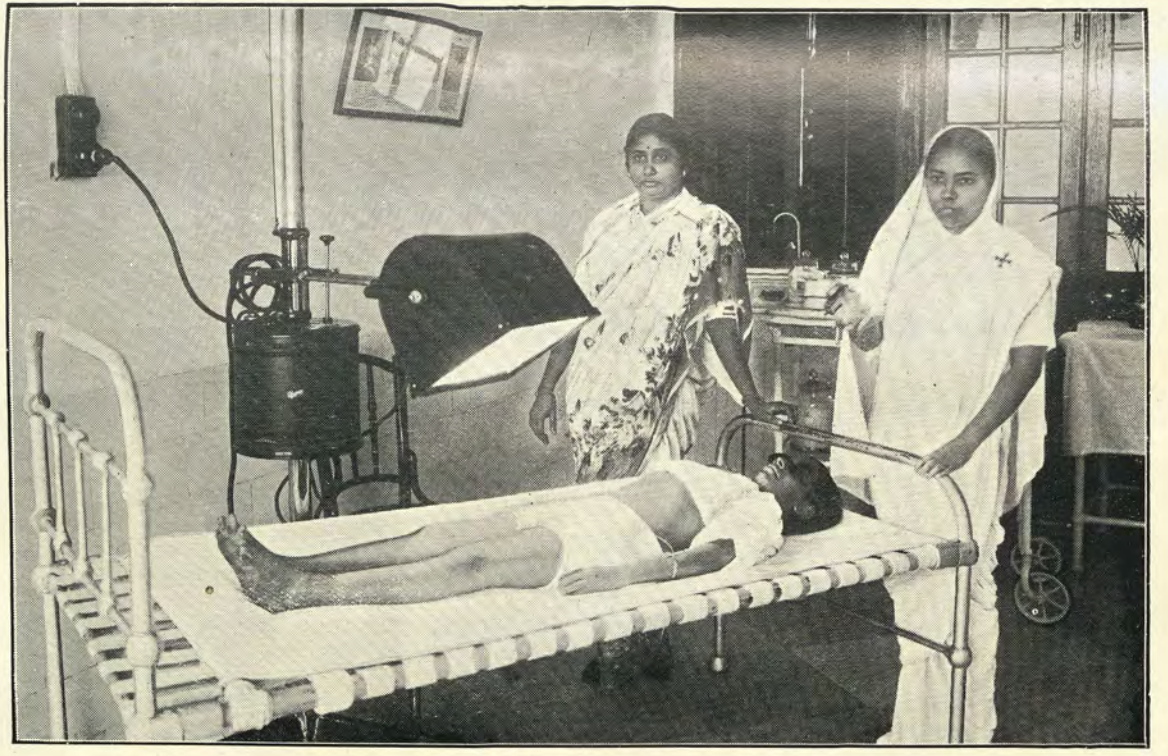
**Municipalities.**—There were 156 municipalities, with a total population of 2,677,507. Their aggregate income inclusive of opening balance amounted to Rs. 457½ lakhs of which Rs. 150½ lakhs were spent on the improvement of water-supplies, drainage, conservancy and other public health requirements.

**Local Boards.**—The aggregate income of 27 District Local Boards and 222 Taluka Local Boards amounted to Rs. 204½ lakhs. Of this, Rs. 10⅓ lakhs were spent on works connected with public health.

**Village Sanitation.**—Under the Bombay Village Panchayat Act (IX of 1920) and the Village Sanitation Act of 1889, 568 Sanitary Committees and Village Panchayats were working during the year. In addition, there were 25 Notified Area Committees and two Sanitary Boards.

**Laboratories.**—There are two Public Health Laboratories at present working, one in Poona and the other at Karachi. A laboratory at Ahmedabad is conducted by the Ahmedabad Municipality under the guidance of a qualified medical officer.

**Pilgrim Centres.**—The chief day of the Ashadhi fair at Pandharpur fell on 10th July 1927. The total number of pilgrims who paid the tax was 128,127 and there were 5,172 exemptions. The arrangements at Kurduwadi in connection with the



CAMA AND ALBLESS HOSPITALS, BOMBAY—PATIENT IN THE T. B. WARD RECEIVING QUARTZ LAMP TREATMENT.

[*To face page 168*

provision of sanitary and medical facilities were under the control of the Civil Surgeon, Sholapur.

The usual medical arrangements were ready well before the pilgrims began to arrive in Pandharpur. Thirty-one Sub-Assistant Surgeons and medical students were employed. The Infectious Diseases Hospital was in charge of the Municipal Medical Officer. The in-coming and out-going pilgrims were inspected at the Railway station and at the octroi nakas. Ambulances for the immediate removal of the sick were provided at the nakas.

As regards the health of pilgrims—the pilgrimage lasted for five days. 133,500 pilgrims visiting Pandharpur during this time, 266 attacks and 163 deaths from cholera occurred. In Pandharpur town itself, with a population of 25,210 invaded as it was by about 1⅓ lakhs pilgrims from all parts of the country some of which were badly infected with cholera, there were only 58 attacks and 30 deaths and the outbreak in the town lasted only 19 days. Careful enquiries were instituted and revealed that only 41 places in the Presidency became infected through returning pilgrims and there were only 201 attacks and 80 deaths resulting.

At the Kartiki fair in November the attendance was about 94,207, and the smaller Pandharpur fairs, the Chaitri and Kartiki festivals at Alandi, the fairs at Shirala and Shingnapur were also catered for in respect of sanitary and preventive arrangements under the guidance of the public health staff.

In the Western Registration District, the principal fairs at Nasik and Trimbak were the Nivritti in January, the Mahashivratra in March, the Ramnavami in April and the Kartiki in November 1927. The number of pilgrims during these "Parvanis" varied considerably ranging from about 1,000 during the Kartiki to 27,038 during the Nivritti fair. The sanitary arrangements were excellent.

Saundatti-Yellamma in the Belgaum district, Yamnur in the Dharwar district and Gokarn in the Kanara district are three important fair centres in the Southern Registration District to which people from all parts of the Presidency are drawn. The total number of pilgrims attending the fairs was about 10 to 80 thousand in the first, nearly 80 thousand in the second and about 22 to 25 thousand in the last one.

The Yamnur fair was responsible, to a certain extent, for the outbreak of cholera in the Southern Registration District. The Assistant Director of Public Health camped at Yamnur during fair days and personally advised the local municipality and the

Mamlatdar as to the sanitary arrangements. Realising the possible danger by returning pilgrims he sent an urgent personal request to the District Surgeon, M. & S. M. Railway, Hubli, to arrange for inspection of pilgrims at all stations from Bijapur to Dharwar. Vaccinators were placed at Dundur and Annigeri stations to watch the returning pilgrims. The Presidents of Hubli, Gadag, Bijapur and other municipalities and also Presidents of District Local Boards were informed of the outbreak of cholera at Yamnur and the impending danger by returning pilgrims.

In Gujarat, the festivals at Vantha in Dholka taluka and Shukaltirth in Broach taluka were both held on 27th November 1927 at which 10,000 and 35,000 pilgrims assembled respectively. All the arrangements pertaining to sanitation were satisfactory at both places. The " Manekthari Punem " Fair was held at Dakore in the 2nd week of October 1927. The precautionary measures adopted by the municipality under the guidance of its Health Officer were satisfactory.

The Lal Shahbaz Fair at Sehwan (Sind) was held from 22nd to 24th February 1927 and was attended by 30,000 pilgrims.

**Health and Baby Weeks.**—The Health and Baby Week movement made further progress in the Presidency, celebrations being held in many important towns.

**Village Baby Scheme.**—The Lady Wilson Village Baby Scheme movement of which Dr. da Gama is the Secretary, made good progress. The training of village dais was carried on in Poona and Sholapur districts by the local committees. As the working of the scheme so far was considered to be satisfactory, a meeting was convened at Government House, Poona, with a view to organizing it on a permanent basis. An Association was formed and named the Lady Wilson Village Maternity Association.

District Committees have been formed at Poona, Sholapur, Bijapur, Thana, East Khandesh, West Khandesh, Kanara, Dharwar and Kolaba.

A local sub-committee has been formed to carry out the objects of the Association at Matheran. Though a committee has not been constituted for Ratnagiri, arrangements for imparting instruction to dais have been made at some of the dispensaries.

An appeal for funds was issued to all the Chiefs of Indian States, Sardars and members of Council and over Rs. 5,000 were received from these sources. Grants of Rs. 1,000 from the Indian Red Cross (Bombay Presidency Branch), Rs. 4,000

CIVIL HOSPITAL, KARACHI—FRONT VIEW

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from the Infant Welfare Society and Rs. 6,260 from Government were also received. The total subscriptions including the above grants amounted to Rs. 35,125.

The Government of Bombay sanctioned an annual grant-in-aid equal to one-third of the expenditure subject to a maximum of Rs. 10,000.

## VACCINATION

In the year 1927-28, 651,000 persons were primarily vaccinated and 115,000 persons re-vaccinated against 663,000 and 117,000 in the previous year. A decrease in primary vaccination was observed in all Collectorates of the Western and Gujarat Registration Districts. The present slight drop of 2,600 in Western Registration District has been preceded by a steady rise since 1923-24 reaching an increase of over 14,000 in 1926-27. In Gujarat heavy rains and floods extending over large areas put a stop to the work of the vaccinators who were employed on Flood Relief duties for a time.

The decrease in re-vaccination work can be attributed to the apathy of the public. A circular was issued to all officers of the Department inviting their attention to the remarks made by the Public Health Commissioner with the Government of India in an address delivered by him at Calcutta before the 7th Congress of the Far Eastern Association of Tropical Medicine regarding the importance of re-vaccination and they have been directed to devote special attention to the subject and to instruct their Inspectors and vaccinators in the importance of pushing on re-vaccination propaganda. Attempts are being made through the Educational authorities to popularize re-vaccination among school children.

The total number of vaccinations and re-vaccinations performed in the whole Settlement of Aden was 14,000 and 2,600 against 28,000 and 8,000 during the preceding year.

Of the primary vaccinations seen by vaccinators, 511,000 or 88·65 per cent. were successful, 780 or ·13 per cent. were unsuccessful and the results could not be ascertained in the remaining 11·22 per cent. of the cases. The percentage of successful re-vaccination was 21·72. The results in 44·26 per cent. could not be ascertained.

The Vaccine Institute, Belgaum, had a successful year. About 102,700 c.c. of lymph were manufactured and the number of doses issued was 1,294,000. Besides the vaccinators of the Presidency, Baroda, Kotah, Idar and Jhalwar States as well as

Kathiawar, Palanpur, and Mahi-Kantha Agencies and Civil and Military medical officers were supplied with lymph. The increase in the total issues of lymph was due largely to increased demands from the States.

The cost of vaccination came to Rs. 6·46 lakhs. The average cost of each successful case of vaccination was Rs. 1-1-9.

Excluding Bombay City, Aden and the 5 Cantonments of Ahmedabad, Ahmednagar, Hyderabad, Belgaum and Deolali, the Vaccination Act has been in force in only 10 municipal towns of this Presidency—Bandra, Kurla, Ahmedabad, Karachi, Hyderabad, Sukkur, Rohri, Larkana, Dhulia and Bhusawal.

## THE HAFFKINE INSTITUTE

"The demand for plague vaccine has dropped heavily during the current year, being little more than one-third of last year's output. Though this is a loss to the financial side of the Institute, in every other way it is a matter for congratulation as indicating a lower incidence of the disease throughout India" observes the Report of the Haffkine Institute for the year 1927. The Report deals with the Institute's activities in plague research during the last few years and much interesting information is given. Statistics of inoculation in man with plague prophylactic have been carefully collected and analysed. Figures compiled from the Bannerman Report and from the Annual Reports of the Bombay Bacteriological Laboratory 1902-1916 show that among the uninoculated population the attack ratio was 1·84 per cent. with a death ratio of 1·5 per cent. Among inoculated persons the attack ratio was 0·21 per cent. and the death ratio 0·08 per cent. The percentage of survivors from attacks was 14·9 per cent. among the uninoculated and 60·7 per cent. among the inoculated.

The work of examining rats caught in the City of Bombay continued and over half a million were received during the year. These examinations are the largest of the kind in any city in the world and Bombay in this respect is frequently quoted as a model. Statistics suggest that infected rats and human cases of plague are both undergoing a progressive reduction in the City. One of the principal factors in this satisfactory state of affairs is the steadily increasing immunity to plague of the Bombay rat population. It is known that rats are immune to plague in direct proportion to the prevalence of the disease among themselves and the human population. To take an instance, the rats of Bombay (which has been subjected to

repeated invasion of human and rodent plague for nearly 30 years) are relatively immune to the disease, whereas in Madras, a City almost entirely free from plague, the rats are still highly susceptible.

The treatment of human plague is still in a very unsatisfactory condition despite the many years of research in various parts of the world which have been directed towards producing a potent anti-plague serum. Dr. Naidu and his assistants have set themselves to study this problem anew and have succeeded in producing a serum which saves the lives of 80 per cent. of the plague-infected rabbits. It remains to translate these results into the human disease and researches are now being carried on into the possibility of producing a potent sheep serum in sufficient quantities to test its effect on a series of human cases. The treatment of plague is being approached from two other directions, one by chemotherapy and the other by bacteriophage. Stimulated by the visits of Professor D'Herelle, the great authority on the bacteriophage principle, a number of attempts have been made to apply this treatment to human cases. So far the results are disappointing, but with improvements in the technique it is probable that better success will be obtained.

There is a progressive increase in the output from the Anti-rabic Department, but, in accordance with directions received from the Government of India, no new treatment centres have been opened during the year. The number of patients who received the full course of treatment at the Institute in 1927 was 729, an increase of 81 over the previous year. There were in addition 147 persons who for various reasons did not complete the treatment and 505 persons were given advice but no treatment. During the year 4,302 treatments were issued to outcentres.

As a result of the recommendations of the Anti-rabic Committee of the League of Nations, held recently in Paris, experiments are being carried out on a new method of anti-rabic vaccine production; and when the results are known, the Government of India intend calling a conference of anti-rabic experts in India to discuss the future policy particularly as regards the broadcasting of the vaccine.

The Pharmacological Unit has continued its work, but for a time, owing to the absence of the Officers in Charge, the Department had to be closed. The examination of indigenous drugs continues. "There cannot be two opinions as to the advisability of submitting indigenous drugs to a thorough scientific investigation," says the Report. "Modern science

has to some extent pulled aside the veil of mystery that used to surround the therapeutic actions of drugs, and it is up to India to profit by whatever little progress has been made in that special branch of science."

The Biochemical Unit records the work done in connection with Sprue, Anæmia, etc. The Report records also an interesting enquiry on maternal morbidity and mortality in child-birth. Two hundred and fifty cases of still-birth were examined in Bombay Hospitals. Comparing the results with those published in England, it appears that in India complications of labour are a smaller cause of still-birth and maternal disease is a greater cause. Observations have also been made on 229 cases of child-birth among women industrial workers but the report is being held back until a larger number of cases have been collected.

The Report gives some interesting figures arising out of the investigation which show the ages of mothers when their first children are born. In Bombay 847 primiparæ averaged 18·7 years, in Madras 2,312 averaged 19·4 years and in Ahmednagar 90 averaged 18·2 years. 1·2 per cent. of the Madras mothers, 2·1 per cent. of the Bombay mothers, and 7·7 per cent. of the Ahmednagar mothers were under 16 years of age.

An examination of 1,609 full time healthy infants shows that the average birth weight was 6·2 lbs.

## VETERINARY

**Bombay Presidency.**—As in the previous year, contagious diseases were reported from all districts and the City of Bombay. 1,591 reports were received from villages and 1,634 outbreaks were attended. There was an increase of 35 outbreaks attended over the number attended in 1926-27, but the attacks and deaths reported were considerably less, being 44,797 and 8,031 respectively, compared with 65,579 and 11,613 last year. The reduction was mainly under Rinderpest and Foot and Mouth disease, both of which diseases were not so widespread.

A contagious disease among sheep and goats, particularly the latter, was reported from several talukas of Bijapur district towards the end of the year, 400 animals having been attacked, of which 265 died. Investigation into the cause of this disease was not complete, but in some respects it resembled Rinderpest and was dealt with as such, and Anti-rinderpest inoculations appeared to have some beneficial results.

The work in hospitals and dispensaries continued to expand. Two new veterinary dispensaries were opened during the year,

bringing the number at the end of the year to 105. The number of cases treated in these dispensaries amounted to 153,500 as against 135,299 in the past year and medicines were supplied to 45,946 cases for treatment at home.

**Sind.**—The total mortality from contagious diseases increased from 4,197 in the previous year to 4,682 in the year under report and was due mainly to the outbreaks of Rinderpest in the Upper Sind Frontier district and its prevalence in a severe form in the districts of Sukkur and Nawabshah.

There were 295 outbreaks of Rinderpest in Sind, 8,587 attacks and 2,911 deaths; 359 outbreaks of Foot and Mouth disease, 13,542 attacks and 292 deaths; while Hæmorrhagic Septicæmia was responsible for 103 outbreaks, 736 attacks and 688 deaths.

The number of villages visited by Veterinary Assistant Surgeons was 1,841 against 1,686 in the previous year. They treated 5,747 cases for contagious and 1,378 for non-contagious diseases. The number of dispensaries working in the Province, *viz.*, 18, remained unchanged.

The aggregate number of cases treated at the several dispensaries rose from 26,438 in the previous year to 27,323 during the year under report, and the number of animals treated on tour also increased from 4,990 in the previous year to 7,125 during the year under report, inspite of the fact that the monthly touring of Veterinary Assistant Surgeons was curtailed owing to insufficient allotment for travelling allowance.

The total cost of the Civil Veterinary Department in the Presidency proper was Rs. 3,50,000 and in Sind Rs. 1,60,000.

## CHEMICAL ANALYSERS

The work of the Chemical Analysers to Government in Bombay and Sind is connected with the protection of the public either by the examination of the data relating to crime or suspected crime or by the examination of food-stuffs, water, etc. The medico-legal cases investigated during 1927 in Bombay totalled 809 of which 360 were cases of suspected human poisoning. Of the latter, poison was detected in 170 cases involving the poisoning of 254 persons, 192 of whom died.

In the Laboratory at Karachi 216 medico-legal cases were investigated, 56 of them being cases of suspected human poisoning.

The examination of stains for blood or other evidences of crime is also an important part of the work of the Chemical Analysers. Five hundred and nineteen such cases were examined during the year in Bombay and Karachi.

## WILD ANIMALS AND VENOMOUS SNAKES

The Report on the destruction of wild animals and venomous snakes for the year 1927 shows that the number of wild animals destroyed during the year rose from 9,445 to 10,843. Of these Thana was responsible for the destruction of 2,971 animals, Ratnagiri 2,294, Dharwar 2,015, Belgaum 1,242 and Kanara 1,078.

The total number of snakes destroyed during the year rose from 25,166 to 32,533. Of these Ratnagiri was responsible for the destruction of 13,928, Thar and Parkar 8,080, Nawabshah 2,274, Thana 1,261, Larkana 1,212, Sukkur 1,121 and Satara 1,031.

The number of persons reported killed by wild animals totalled 63 against 45 in the previous year while the mortality caused by snake bite fell to 1,409 against 1,488 in the previous year of which Ratnagiri was responsible for 290, Thana 149, Satara 121 and Nawabshah 94.

The rewards paid for the destruction of wild animals and venomous snakes amounted to Rs. 1,345.

## MENTAL HOSPITALS

There are six Mental Hospitals in the Presidency and the number of patients treated in them was 2,109, a decrease of 27 over the previous year, the number of admissions being 608. The daily average strength was 1,534·2 as compared with 1,544·9 in 1926. Criminal insanes numbered 226. During the year 237 patients were discharged cured, 67 improved, 39 not improved and 21 were discharged otherwise. The health of the inmates was generally good.

Of the persons admitted during the year, 41 were Europeans and Eurasians, 44 Indian Christians, 340 Hindus and 153 Muhammadans and 30 belong to other castes. Domestic servants furnished the largest number of admissions, followed by clerks, cultivators or agriculturists, labourers, mendicants, students and merchants and traders. The great majority of them were between 20 and 40 years of age.

In those cases where the causes of insanity could be ascertained mental stress and mental instability were the chief causes of lunacy.

There were 171 deaths against 194 in 1926. The ratio of deaths per cent. of the daily average strength was 11·1 as compared with 12·6 in the preceding year.

The net expenditure on the Hospitals amounted to Rs. 4·62 lakhs as against Rs. 5·37 lakhs in 1926.

Gardening, weaving and cane work formed the chief occupations for insanes. They were also employed to assist in the domestic work of the institutions.

## ACWORTH LEPER ASYLUM, MATUNGA

The Acworth Leper Asylum was founded in the year 1890 by H. A. Acworth, Esqr., C.I.E., I.C.S., who was then the Municipal Commissioner for the City of Bombay, from public donations, and it provides accommodation for the segregation of pauper Indian lepers. It is in charge of a Resident Superintendent who works under the orders of the Board of Management, consisting of 20 members, of whom 3 are appointed by Government, 5 by the Municipal Corporation of Bombay and 12 are co-opted annually.

The cost of maintaining lepers who are not residents of Bombay is borne by Government, and that of Bombay lepers by the Municipality. The other sources of income are the garden and the sewage farm and occasional donations.

The asylum accommodates 364 lepers, 222 males and 142 females. The total number of persons treated in the Asylum during the year 1927 was 591, of whom 410 were males, 175 females. There were six children, five female and one male. Hindus numbered 448, 91 were Indian Christians, 51 were Muhammadans and there was one Jew.

Eighty-two deaths occurred in the Asylum during the year.

Lepers who wish to work are provided with employment in the garden or the sewage farm and are given a small allowance which they use in buying little luxuries from a co-operative shop which is provided for them on the Asylum premises under their own management.

The expenditure amounted to Rs. 1,26,000.

## KONDHWA LEPER ASYLUM, POONA

The Asylum is situated about six miles to the south of Poona near the village of Kondhwa. It was established in the year 1913 by the United Free Church of Scotland Mission to Lepers, which has its headquarters in London, and which carries on most important work for sufferers from Leprosy throughout India and other countries. The Asylum buildings were erected by the Mission with the assistance of a grant from Government. The Mission provides without charge the services of a Superintendent and a Chief Medical Officer. A Subordinate Medical Officer, appointed locally, is in charge under the Superintendent.

Towards the maintenance of the Asylum, Government makes a monthly capitation grant, while the Poona City and Suburban

Municipalities and the Poona District Local Board make grants of a fixed annual amount.

The total number of persons treated in the Asylum at the end of the year 1927 was 88 composed of 52 men, 32 women and 4 children. The total expenditure, which is about Rs. 22,000 per annum, is met by Government stipends, by local contributions, by grants from the Mission to Lepers and from charitable sources in this country and in Great Britain and the Colonies.

The general health of the inmates was good on the whole. In the month of May and June a mild type of influenza prevailed in the Asylum but there were no fatalities. During the year only two deaths occurred in the Asylum.

Some of the inmates were encouraged to do some field work during the monsoon months on the plots of land belonging to the asylum and to plant grains and vegetable seeds in the small garden plots.

The aim of the Leper Mission which is responsible for carrying on this Asylum is by kind and sympathetic treatment of the sufferers to induce them voluntarily to enter the Asylum and remain in it. Many of them remain continuously and have no desire to leave. Though the Asylum is under Christian management complete freedom is given to every inmate to follow the rules of his or her own religion. In this matter there is no compulsion of any kind.

## EMIGRATION AND IMMIGRATION

Only skilled labourers are recruited for emigration from the Ports of Bombay and Karachi. During the year 1927 the number of recruits was appreciably in excess of the number recruited in the previous year. The total number of emigrants who signed agreements before the Protector of Emigrants, Bombay, and proceeded overseas during this year was 1,418 and the number of those who returned after expiry of the period of contract and termination of their agreements was 1,193. 302 unskilled emigrants also arrived at this Port from Mauritius. The number of skilled workers who proceeded from the Port of Karachi was 18. No emigrants returned to this Port during the year.

The majority of the emigrants who proceeded from the Ports of this Presidency were carpenters, drivers, surveyors, cooks, firemen, pumpmen, oilmen, fitters, brick-layers, millwrights, painters, wiremen, turners, sweepers, blacksmiths, Accounts clerks, loco-clerks, chargemen, station clerks, shorthand typists, carriage examiners, plumbers, masons, moulders,

compositors, signalmen, butlers, electric operators, crane-drivers, dhobies, etc.

The annual exodus of the labouring classes from their villages during the fair season to Bombay, Ahmedabad, Poona and other large industrial centres in search of employment to supplement their income from the land was on a smaller scale in the year under report owing to the good season. There was an increase in the number of labourers and artisans coming from Marwar, Cutch and Kathiawar to Ahmedabad City and Viramgam where they work for some months and return to their native places after earning good wages. During the sugar-cane crushing season a large number of villagers from the districts of Ahmednagar and Sholapur was attracted to the irrigated tracts owing to the extra labour required. Many Pathans and Makranis from Northern India are employed on the G. I. P. Railway works and the Tata Company's works in the Mawal Taluka and Mulshi Peta in the Poona District. Sholapur and Barsi, being great centres of industry and trade, also attracted a large number of labourers from distant and surrounding villages and the Nizam's Dominions. The majority of them being weavers, were able to find employment without much difficulty either in the mills or hand-loom factories. There was also some seasonal migration of field labourers to the chief centres of cotton and groundnut cultivation. Cartmen, coolies and skilled labourers from Goa territory and the neighbouring districts immigrated temporarily to work in the forests and spice gardens in the above ghat talukas. In Sind, the condition of the crops in many districts was not satisfactory owing to the late rise and early fall of the river. Consequently there was some migration from the Rohri and Ubauro Talukas to Sukkur to seek a livelihood on the Lloyd Barrage works. In the Larkana District there was, as usual, temporary immigration of Pathans and Brohis and Balochis. The Pathans came in winter for excavation work at Mohenjo-daro and clearance of the canals and left after the season. Brohis and Balochis came down from the hill tracts during the harvesting season and returned by the end of the cold weather. Pilgrims also came in large numbers as usual from various parts of India and Afghanistan to visit the shrine of Lal Shahbaz at Sehwan.

There was ample employment for unskilled labourers on Railway works, such as the remodelling of stations and yards consequent on electrification, the construction of a big power house at Kalyan and the new railway alignment at Bhor Ghat. In the Poona District the construction of the Bhima Causeway



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and the water supply works of the G. I. P. Railway at Dhond supported a large number of ordinary labourers throughout the year, while there was a considerable migration in Sind to the various works in connection with the Lloyd Barrage.

There were about 500 emigrants to South Africa from Surat, Kaira, Poona, Kolaba and Ratnagiri and about 1,600 men, women and children from Nasik, Thana and Dharwar were recruited for the Assam Tea Plantations.

# CHAPTER IX

## LOCAL SELF-GOVERNMENT

### DISTRICT MUNICIPALITIES

DURING the past decade the policy of Government has been to give more and more power to Local Bodies and, where control is exercised, to use that control solely for the purpose of safeguarding the interests of the tax-payers, especially where Government funds have been lent for local purposes. This policy is especially noticeable in the case of municipalities. In Bombay City the powers of the Corporation are practically uncontrolled, while in the mofussil Government control has been to a very considerable extent relaxed. There are in the Presidency 28 Municipal Boroughs and 128 Municipalities. The former are governed by the Bombay City Municipalities Act, 1925, and the latter by the provisions of the Bombay District Municipal Act, 1901.

The principal duties of municipalities lie in the direction of the provision and maintenance of public and utility services such as roads, dispensaries, water supply, sanitation and education. They have power to raise funds both by direct and indirect taxation. Moreover, when the circumstances of a case require it and the Local Body is prepared to make adequate efforts to help itself, Government renders assistance both by loans and grants-in-aid towards the cost of big undertakings. By this means Poona, Lonavla, Nasik, Jalgaon, Karad, Sholapur, Bijapur, Dharwar, Hubli, Hyderabad, Sukkur and other towns have been provided with an improved water supply and Poona with a complete system of underground drainage. In some cases, where the question of good water supply is of more than local importance, water-works have been constructed entirely at Government expense. Pandharpur, a great pilgrim centre, is a case in point. Town improvements and the opening out of congested and insanitary areas are other objects for which Government make liberal grants. Considerable improvements in the sanitary services of urban areas have been brought about by Government's assistance. Municipalities with a population of 15,000 and over may appoint Health Officers and Sanitary Inspectors and Government bear two-thirds of the cost of the Health Officers and one-half of the cost of Sanitary Inspectors.

Municipalities are now allowed practically a free hand in the matter of the selection and appointment of their Chief Officers.

During the year under report one Municipality, at Vambori in the Ahmednagar District, was abolished with effect from 1st April 1927 and a new Municipality was established at Manmad in the Nasik District with effect from 1st January 1928. The Municipalities of Nadiad and Thana in the Northern Division were reconstituted, while the Municipalities of Mahableshwar and Satara Suburban in the Central Division and of Yamnur, Gudguddapur, Gokarn and Ulvi in the Southern Division continued to consist wholly of nominated members.

The aggregate ordinary income of the Municipalities excluding items under the head "Extraordinary and Debt" decreased from Rs. 235¾ lakhs to Rs. 231¼ lakhs. The Northern, Central and Bombay Suburban Divisions showed an increase, while the Southern Division and Sind showed a decrease. The incidence of taxation was highest at Karachi (Rs. 15-8-10) and lowest at Betavad (Re. 0-11-7). The aggregate expenditure, including items under the head "Extraordinary and Debt," amounted to Rs. 362¼ lakhs, an increase of Rs. 18½ lakhs over the previous year. The various Municipalities now have loan debts amounting to nearly Rs. 185 lakhs, the Ahmedabad Municipality alone being responsible for Rs. 62·25 lakhs. Over Rs. 3½ lakhs were repaid by the Municipalities during the year.

Government, in reviewing the working of the Municipalities in the Bombay Presidency during 1926-27, remarked as follows :—

"The extent of the responsibility which has devolved upon Municipalities may be gauged from the fact that they are now in the aggregate entrusted with the spending of 2½ crores of rupees annually. Of this large sum 1½ crores are levied from the public in the form of municipal rates and taxes. It is evident, therefore, that unless a reasonable average standard of efficiency and integrity can be maintained in these bodies there is the possibility of very serious waste of the public resources, and that Government, as well as the public generally, are entitled to look to the municipal boards for increasing signs of the development of a sense of public duty. Government are glad to observe that in several of the most important municipalities, where a considerable body of enlightened public opinion exists, the administration is now conducted on businesslike lines. They are also pleased to acknowledge that in individual cases of minor municipalities a President who takes a keen interest in his work is sometimes able to achieve satisfactory results by his own almost unaided efforts.

But it must, with regret, be admitted that in the case of the generality of the smaller municipalities the results of the year do not offer much ground for encouragement. There are still too many cases in which the councillors are reported to be apathetic and do not even take sufficient interest to attend the meetings regularly. It is to be feared that such councillors do not approach their work with any sense of civic responsibility, and that they value membership only for the sake of the personal advantages which it enables them to obtain. This attitude is responsible for the executive weakness which is so deplorably common in the smaller municipalities and which has, during the year under review, cost the public no less than 16 lakhs in the shape of arrears of municipal dues.

The public, on their part, show little sign of rallying to the support of efficient municipal administration or of taxation on the scale which is necessary to provide the conveniences which they nevertheless demand. Proposals to increase taxation are almost invariably rejected on the ground of public opposition, and in their anxiety to avoid direct taxation the Municipalities are too prone to resort to indirect taxation, even where it may react on the prosperity of their towns by imposing burdens on transit trade.

From every Division it is reported that party dissensions and communal factions are among the most serious impediments to progress in municipal affairs. Government view this tendency with great regret and they desire it to be known that where the welfare of the general public is constantly subordinated to such personal considerations they will regard this circumstance as evidence of the unfitness of the municipalities concerned to manage their own affairs."

BOMBAY MUNICIPALITY

The total receipts for the year under review amounted to Rs. 317·08 lakhs as against Rs. 321·36 lakhs in the preceding year, a decrease of Rs. 4·28 lakhs. The expenditure was Rs. 314·46 lakhs as against Rs. 301·63 lakhs in the previous year, an increase of Rs. 12·83 lakhs. The net result of the transactions for the year disclosed a surplus of Rs. 2·62 lakhs as against a surplus of Rs. 19·73 lakhs in the previous year. The principal decreases were under General Tax (½ lakh), Town Duties (2 lakhs), Returns from Property and Miscellaneous (1 lakh), Water Works (9⅓ lakhs) and Market and Slaughter Houses (3½ lakhs). The incidence of taxation per head decreased from Rs. 22-4-6 to Rs. 21-7-5 for the year.

The expenditure on capital works was Rs. 71·95 lakhs, of which Rs. 34·25 lakhs were spent on loan works, including the Tansa Completion Scheme, and Rs. 33·89 lakhs on development schemes. During the year under report Rs. 40 lakhs were taken up by the Corporation from Government out of the loan of Rs. 150 lakhs (1925-26). In addition to this a loan of Rs. 25 lakhs (1927-28) wholly reserved for Sinking Fund purposes was raised. Reduction of debt amounted to Rs. 30·91 lakhs. The loan liabilities of the Corporation at the close of the year stood at Rs. 1,874·72 lakhs. The total sinking fund investments made up to 31st March 1928 totalled Rs. 297·74 lakhs.

General conditions as regards building materials and labour were favourable during the year. Important works completed during the year were (1) Stables and offices at Annesley Road, (2) The Municipal Commissioner's bungalow at Cumballa Hill, (3) Haji Sabu Siddick Maternity Home at Cadell Road and (4) Sick Bullock Hospital, offices, Lethal chambers, etc., at the New Mahaluxmi Kutchra siding. DeLisle Road Overbridge and Dadar Overbridge were completed and opened to traffic. In the Dalal Street Scheme, the whole work was completed and steps are being taken to dispose of the surplus land. The acquisition proceedings in the Golanji Hill scheme were completed and possession taken in all cases and arrangements are being made to excavate the Hill. Thirty-four further properties were acquired in the Hornby Road Ballard Pier Scheme at a cost of Rs. 10·21 lakhs, and 23 buildings were demolished, a sum of Rs. 24,885 being realised from the sale of building materials.

The Main Road and all the cross roads comprised in the Mahim Station Road Scheme were completed. New buildings are being erected in this scheme and the locality is developing rapidly. Sayani Road has become a very important avenue of communication between the east and west of this part of the island and the large number of buildings that have been erected yield greatly enhanced assessment. Eight large works in connection with storm-water drains, sewers, etc., were carried out by contract at a cost of Rs. 1·28 lakhs.

With regard to Municipal Water Works, the Administration Report of the Municipal Commissioner for the City of Bombay states " The Tansa Completion Works were brought to a final stage during the year and one of the new pipe lines designed to supply the City with 90 million gallons of water per day from the Tansa Lake was connected with the existing water supply system at the junction of Grant Road and Gowalia Tank Road on the 17th May 1927. The restoration after a lapse of many years, of

a constant 24 hours supply all over the City as the first fruits of the Tansa Completion Works, marked an epoch in the City's water supply. At the same time the effects of chlorination on the purity of the water were remarkable and were reflected in a mortality lower than ever recorded since the introduction of statistics."

The Fire Brigade was maintained in the most efficient order throughout the year. The number of calls received during the year was 396 of which 111 were false alarms, against 467 and 125 during the preceding year. The total damage by fires amounted to Rs. 18·46 lakhs against Rs. 9·93 lakhs in the previous year.

The number of live-births during the year was 21,685 against 21,068 in 1926. The birth-rate per 1,000 persons was 16·7 against 16·5 in the preceding year. The total deaths during the year numbered 27,633 being 4,358 less than in 1926. The death-rate per 1,000 persons was 21 against 25 in 1926 and was lower than that for any year since 1872. The mortality among infants was 6,857 against 8,200 in 1926. The rate of infant mortality per 1,000 births was 316 as compared with 389 in the preceding year. The usual measures for the reduction of infant mortality were taken during the year. The King Edward Memorial Hospital, which is now practically fully equipped, worked with 334 beds against 267 in the previous year. During the nine months ending 31st December 1927, 4,839 in-patients and 31,774 out-patients were treated. The total expenditure incurred on the maintenance of the Hospital was Rs. 4·39 lakhs.

The total number of schools at the close of the year was 344, including 20 night schools. Five new schools were opened and six were either amalgamated with other schools or closed. The total number of pupils was 50,249 against 47,087 in the previous year. The number of teachers was 1,936 against 1,843 and that of special teachers 152 against 145. The total expenditure amounted to Rs. 29·51 lakhs against Rs. 30·34 lakhs in the preceding year showing a decrease of Rs. 83,391.

The introduction of free and compulsory education in the F and G wards did much towards increasing the number of school going pupils. Compulsory education will be enforced shortly in the case of Muslim girls in the F and G wards up to 10 years of age.

## LOCAL BOARD ADMINISTRATION

Every Local Board is presided over by a president who is elected from amongst the non-official members of the board. In addition a vice-president is also similarly elected. The

funds at the disposal of the boards consist chiefly of the local fund cess on Land Revenue, but there are other sources of revenue, such as proceeds of ferries, tolls on Local Fund roads, quarrying fees, etc. The boards have also the power to levy, with the sanction of the Commissioner, such local taxes as a local authority is authorized to impose under section 80A (3) (*a*) of the Government of India Act. In addition, considerable grants are made by Government for education, the improvement of communications, water-supply and village sanitation, and the proper equipment and maintenance of dispensaries.

In 1926-27 Government's contribution to the expenditure of local boards under the more important heads of Education, Medical and Civil Works compared with the total expenditure under the respective heads was as shown below :—

| | Government contribution | Total expenditure |
|---|---|---|
| | Rs. | Rs. |
| Education .. .. | 85,13,191 | 1,06,87,946 |
| Medical .. .. | 1,83,130 | 11,29,495 |
| Civil Works .. .. | 25,64,591 | 53,48,032 |

The greater part of the revenue is usually spent by the District Board on works of general utility to the whole district, but each taluka board has funds at its disposal to enable it to carry out and maintain works of purely local utility for which it is primarily responsible. At least one-third of the net revenue from the local fund cess and the cess on water rate, must be spent on education.

During the year under review the District Local Board, Sholapur, in the Central Division, was superseded with effect from the 15th December 1927. Otherwise the constitution and number of District Local Boards in the Presidency remained the same as in the previous year. The number of Taluka Local Boards remained the same. The total membership was 4,329 of whom 3,335 were elected. The percentages of members present at each meeting of the Taluka and the District Local Board were 72·47 and 80·2 in the Northern Division, 61·48 and 70·7 in the Central Division, 62·19 and 72·0 in the Southern Division and 53·34 and 67·94 in Sind.

The aggregate income of the Boards rose from Rs. 198 lakhs to Rs. 214¾ lakhs. Expenditure rose by Rs. 17½ lakhs to Rs. 226 lakhs, Education (Rs. 121 lakhs), Medical Relief (Rs. 12 lakhs) and Public Works (Rs. 46¾ lakhs) being the principal items of expenditure.

A Government Resolution reviewing the administration of Local Boards for the year 1926-27 remarks :—

The reports of the Government officers who are in close touch with local affairs and in particular the audit notes of the Examiner, Local Fund Accounts, indicate that considerable improvement in the administration of the Boards is required and is possible. It is evident that really efficient administration will only be secured by an exhibition of greater zeal on the part of the members than is at present generally displayed. It is amply demonstrated that the degree of supervision at present applied to the conduct of affairs by the principal executive officers of the Boards is often less than is desirable.

Most of the Local Boards repeat the plea of poverty but persistently avoid increasing the local fund cess or tapping other possible sources of revenue. In their review which was issued last year, Government stressed the fact that any hopes of large additional grants by Government were doomed to meet with disappointment and it was pointed out that the extension in the number and degree of the amenities now provided could only be procured by discovering new sources of income.

The average incidence of taxation per head of the population has fallen from Re. 0-5-1 to Re. 0-4-8, the maximum in the Bombay Suburban Division being Re. 0-8-3, and the minimum in the Ratnagiri District being Re. 0-0-10. Government are not unware that many difficulties lie in the way of proposals to increase taxation and that attempts to discover new sources of income are not popular but they are constrained to say that the existing burden is unreasonably low and could safely and equitably be increased and they, therefore, hope that the more responsible elements of the public will appreciate the facts of the situation and endeavour to grapple with them.

Government observe with regret that the Boards in Sind have not escaped the wave of communal feeling and that the proposals of certain Boards to tap new sources of revenues have been treated as communal questions. The Commissioner in Sind has reported that the Boards are becoming more and more conscious of the need of increasing medical facilities, especially for women, and have on the whole shown a commendable readiness to increase their sources of taxation. On account of administrative defects, however, the machinery for carrying out public works breaks down occasionally and there is a great deal of room for more public-spirited services on the part of the members in charge of works. Expert technical

direction is also indispensable if the funds provided by the tax payers and by Government, are not to be wasted.

In the Northern Division the condition of the roads in the Surat and Thana Districts is not satisfactory. The District Local Board, Thana, obtains an income of over a lakh of rupees from tolls and should, therefore, be able to spend more for the improvement of roads. It would also appear open to the Surat District Local Board to increase its income by raising the rate of local fund cess or by levying tolls and thereby provide funds for road construction and maintenance. With the exception of Thana and the Panch Mahals, all the District Local Boards continue to refuse to take over the control of Primary Education within their respective areas.

In the Bombay Suburban Division the administration was progressive and the long pending question of the distribution of balances between the Thana and the Bombay Suburban District Local Boards has been amicably settled.

In the Central Division, it is noticeable that some of the local boards are lavish in making contributions to institutions which the School Boards are under no obligation to support, while they complain of insufficiency of funds and clamour for more grants from provincial funds for their own pressing needs. The Boards not only make contributions to institutions within their own limits but to others outside their jurisdiction which have no right to expect help from them. The District Local Board, West Khandesh, is most conspicuous in this regard. It is a promising feature that the District Local Board, Satara, has promoted the formation of Taluka Development Associations and given a grant for them.

In the Southern Division the complete reconstitution of the Boards and the transfer of the control of primary education to the School Boards were the main events of the year. All District Local Boards except Kanara have appointed qualified Engineers and it is hoped that the Kanara District Local Board will follow other Boards and take up the question of providing itself with a competent technical officer in the near future."

## BOMBAY PORT TRUST

When framing the budget for the year under review the Trustees, in anticipation of a slight all-round improvement of trade, budgetted for a gross revenue (excluding special receipts) of Rs. 277·92 lakhs, or approximately Rs. 14 lakhs above the actuals of 1926-27. These expectations were realised and the improvement which set in about the middle of the year was

well maintained during the closing months. The actual receipts, including surtax, amounted to Rs. 281·07 lakhs, an increase of Rs. 17·05 lakhs, or approximately 6½ per cent. on the corresponding figure for the preceding year.

The total ordinary expenditure budgetted for was Rs. 277·31 lakhs but thanks to the unabated efforts to economise in every direction, the actual expenditure, Rs. 273·54 lakhs, showed a saving of Rs. 3·77 lakhs on the original estimates and was Rs. 1·54 lakhs less than the actuals for the preceding year. Having regard to the increased volume of trade handled the reduction in expenditure and in the ratio of working expenses to receipts (50·57 per cent.) is very gratifying.

The budgetted surplus for the year was Rs. 40,700; the actual result was a surplus of Rs. 6·60 lakhs under General Account, which was transferred to the Revenue Reserve Fund, and Rs. 94,000 under Pilotage Account, transferred to the Vessels Replacement Fund. An analysis of the results shows that the improvement over the original estimate was due to an increase of Rs. 2·73 lakhs in receipts and a reduction of Rs. 3·45 lakhs in expenditure.

The cargo handled at the docks and bunders amounted to 6,709,000 tons, an increase of approximately 20 per cent. above the tonnage of the previous year. Imports accounted for about 55 per cent. and exports for 45 per cent. of the total tonnage and both shared equally in the improved volume.

The year was, on the whole, uneventful as regards trade but the majority of commodities, both import and export, showed a healthy expansion. The most notable exception was raw cotton, the exports of which, 1,784,000 bales, were the lowest for any year since 1920-21 and 33 per cent. below the average of the last five years. Exports of twist and yarn showed a similar falling off. This heavy decline in Bombay's staple export commodity would be disquieting were it not due to abnormal factors, *i.e.*, the civil war in China and financial troubles in Japan. In view of the situation in the Far East—which has since shown signs of improvement—it is satisfactory to note that the falling off in cotton exports was more than counterbalanced by an increase in practically all the other important export items, notably oil seeds, ground nuts and manganese ore. Imports with few exceptions, showed an all-round increase. The volume of piecegoods imported showed a substantial increase and was the heaviest for some years past. The decrease under liquid fuel was almost counterbalanced by the increase in kerosene imports and the remarkable expansion in the bulk petrol trade which

continued throughout the year, the import figure of approximately 13 million gallons representing an increase of over 200 per cent. in the last four years. In view of the great development in this trade the Trustees sanctioned a 40 per cent. reduction in wharfage from 1st April 1928. Export wharfage on liquid fuel bunkers was also reduced by 50 per cent. from the same date.

The fumigation of American cotton imported into India through this port continued throughout the year under review and the imports were on a considerable enhanced scale. 221,100 bales were landed and fumigated prior to delivery, as against 138,597 bales in the preceding year. In view of the unusually large volume imported during the period 1st November 1926 to 11th July 1927 (279,760 bales), the Government of India sanctioned a refund of fumigation fees at the rate of 7 annas per bale on the quantity imported and fumigated during this period.

There was a noticeable improvement in the occupation of the dry docks, the number of vessels docked being 194 against 177 in 1926-27. The total tonnage increased to 696,415 tons, being 70,612 tons more than the previous year.

The Ballard Pier berth was used by 167 vessels and 333 postal and passenger trains were run to and from the station connecting with the incoming and outgoing mail steamers during the year. The additional passenger berth on the Alexandra Dock Harbour Wall accommodated 45 vessels.

The total tonnage dealt with at the bunders was 1,623,000 tons against 1,525,000 tons during 1926-27, the principal increase being in kerosene oil (in bulk), petrol, dates and coal. There were decreases, however, under grain, seeds, chunam and sand.

In pursuance of the declared policy of the Board to avoid further commitments on loan account until trade conditions are more settled, Capital expenditure during the year under review was kept down to an absolute minimum ; it amounted to Rs. 11·86 lakhs which is the lowest since 1902-03. A sum of Rs. 5·57 lakhs was expended on the deepening of the Alexandra Dock entrance channel and mail steamer berth, Rs. 1·51 lakhs on new dredging plant, and Rs. 1·13 lakhs on removal of a portion of the Alexandra Dock dam. No new loan was raised by the Trustees during the year, the expenditure being financed from loan balances in hand.

## KARACHI PORT TRUST

The total revenue of the Karachi Port Trust during the year amounted to Rs. 65½ lakhs and the expenditure to Rs. 58⅛ lakhs.

The imports landed at the ship wharves totalled 630,500 tons against 600,800 tons during the previous year. The total shipments from the ship wharves were 760,300 tons against 580,000 tons the previous year. Shipments of cotton showed a small decrease.

Nine hundred and fifty steamers of all kinds entered the Port with a tonnage of 2,488,849 against 880 and 2,256,969 respectively in the previous year. Of the above 763 were of British Nationality. Of 187 foreign steamers, 50 were Italian, 54 German, 24 American, 18 Dutch, 15 Japanese, 11 Norwegian, 9 Swedish, 2 French, 1 Finnish, 1 Greek and 2 Belgian.

Seventeen pilgrim ships embarked 15,080 pilgrims for the Hedjaz during the year and sixteen arrived with 16,326 pilgrims.

## ADEN PORT TRUST

The value of the trade of the Port increased by Rs. 2 crores 5 lakhs, the chief increases being in cotton twist and yarn and piecegoods, dates, grain and pulse, hides and skins raw, oils, sugar and tobacco. The receipts were about Rs. 1·20 lakhs more than in the previous year. The closing balance was Rs. 14·70 lakhs as against an opening balance of Rs. 13·21 lakhs. Both imports and exports showed increases, the former from Rs. 8 crores 80½ lakhs to Rs. 9 crores 75⅓ lakhs and the latter from Rs. 6 crores 95 lakhs to Rs. 8 crores 6 lakhs.

The number of vessels including country craft but excluding Government vessels, that entered the harbour during the year was 2,609 with an aggregate tonnage of 5,744,000 as against 2,379 with an aggregate tonnage of 5,321,000 during the last year. Five pilgrim ships entered the harbour on their way to and from the Haj against eleven in 1926-27.

## WORKING OF THE RENT ACTS

**Bombay.**—The work of original enquiries held by the Deputy Rent Controller continued to be normal throughout the year. In most of the cases both landlords and tenants requisitioned the help and advice of lawyers and civil engineers, and regular enquiries were made as in civil suits. There were also many cases in which claims were preferred for repairs, improvements, alterations and additions. In all such cases the premises were inspected by the Deputy Rent Controller and evidence was recorded after such inspection. All the cases ready for hearing were expeditiously disposed of and there were no complaints of delay during the year under report.

Out of 662 cases decided, 27 objections under section 6 of the Bombay Act VII of 1918 were disposed of during the year under report. The Deputy Rent Controller's orders were confirmed in 13 cases ; in three cases his orders were modified after new evidence had been produced before the Rent Committee and appeals in three cases were not admitted as the parties concerned failed to pay the prescribed fee of Rs. 5. Five cases were referred back to the Deputy Rent Controller for further investigation in view of fresh evidence and in three cases the objections were withdrawn.

The total number of prosecutions instituted against landlords or their agents during the year was 1,523 as against 1,505 in the previous year, resulting in 1,130 convictions and fines amounting to Rs. 14,000. Of the remaining 393 cases 121 were withdrawn with the permission of the Magistrate, in two cases the accused were warned and discharged, in six cases the accused were acquitted and 264 cases were pending at the close of the year.

**Poona.**—The number of suits under the Rent Act that came before the First Class Sub-Judge was 21, including seven pending from the previous year, of which 12 were disposed of, seven in favour of the landlords, three in favour of the tenants, one was compromised and one was dismissed.

**Thana.**—The Rent Act is applicable to the Thana Mahal only. Thirty-nine cases were filed during the year and all were disposed of.

**Bombay Suburban District.**—Seventy-eight applications were received during the year for fixing standard rents of premises, as against 131 in the previous year. Of these applications, 15 did not come under the Rent Act and were not entertained, in six applications the standard rents were not fixed at all, five applications were recorded without any action as the parties did not appear and in another five, the applications were filed as the parties compromised the matter amongst themselves. In three applications, applicants were referred to the Civil Court, as the Rent Controller could not do anything on account of disputes about ownership. In the remaining 44 applications, standard rents were fixed after due enquiries and certificates granted.

**Karachi.**—The Rent Controller fixed and refixed the rent of 1,601 tenements comprising about 336 separate buildings. Twenty-eight appeals were preferred to the Panel of Assessors contemplated by Section 6 of the Bombay Act VII of 1918, out of which the Controller's decisions were upheld in 12 cases and revised in 16 cases.

**Aden.**—The Bombay Rent (War Restrictions) Acts, have been in force in Aden from the date of passing by the Legislature, but a Rent Controller was for the first time appointed in 1922.

During the year the Rent Controller dealt with 601 applications and fixed the standard rent of 673 small premises. There were 119 suits filed before the Court for ejectment out of which 90 were decreed, 22 were dismissed, two settled out of Court and five were pending.

## CHAPTER X

# COLLECTION OF REVENUE AND FINANCIAL REVIEW

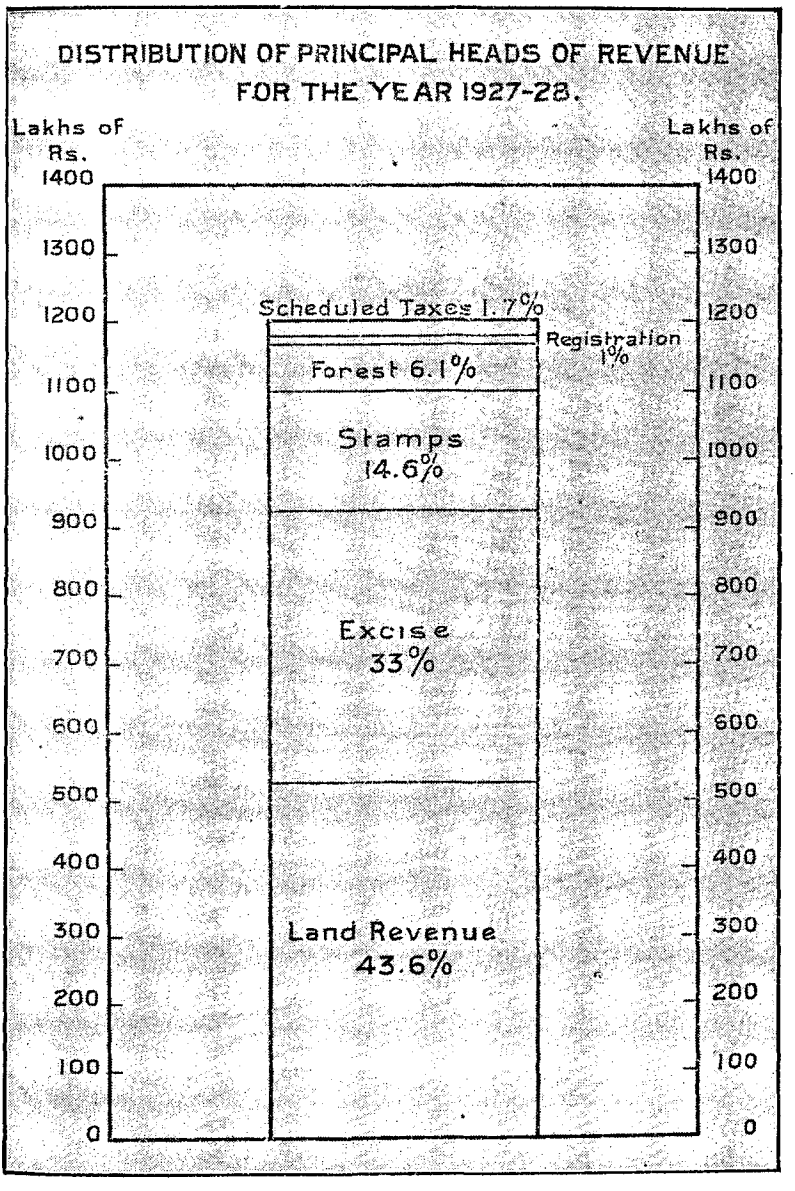
THE Revenue Administration of the Bombay Presidency is carried on by the following officers working under the orders of Government :—

Five Commissioners, 27 Collectors, one Deputy Commissioner and a number of Assistant Collectors. All these officers, with the exception of four who belong to the Bombay (Provincial) Civil Service, are members of the Covenanted Civil Service. In addition to the officers mentioned above, there are 88 Deputy Collectors. They are divided into three grades and are generally in charge of district treasuries or of divisions of districts, or in Sind are Daftardars to the Collectors.

A Collectorate generally contains ten talukas, each of which comprises about one hundred Government villages, that is, villages that are not alienated and the total revenues of which belong to the State. Each village has its regular complement of officers, a large number of whom are hereditary. The officers on whose services Government in the Presidency proper is mainly dependent are the patil, who is the head of the village for both revenue and police purposes ; the talati or kulkarni, who is the clerk and accountant ; the mahar, who is a kind of beadle ; and the watchman. The patil and kulkarni either hold a certain quantity of rent-free land or are remunerated by a cash payment equivalent to a certain percentage on the collections.

The mahar and watchman, in common with other village servants, also hold land on more or less favourable terms as regards assessment, and receive in addition grain and other payments in kind from the villagers. The remaining servants are the carpenter, blacksmith, potter, barber, and others whose services are necessary to the community. A village is for Government or social purposes complete in itself, so its revenue accounts are simple but complete. They are based on the Record of Rights. Every plot of land held by an occupant is separately measured, assessed and entered in the Record in the name of the person or persons in actual possession of it. The land revenue demand is based on this Record which is thus both a Record of Rights as well as of liability.

In charge of each taluka of a collectorate there is an officer termed MAMLATDAR (or MUKHTIARKAR in Sind).


DISTRIBUTION OF PRINCIPAL HEADS OF REVENUE
FOR THE YEAR 1927-28.
Lakhs of Rs.
1400
1300
1200
1100
1000
900
800
700
600
500
400
300
200
100
0
Scheduled Taxes 1.7%
Registration 1%
Forest 6.1%
Stamps 14.6%
Excise 33%
Land Revenue 43.6%



MO H 353—13a

AN ASSISTANT OR DEPUTY COLLECTOR is placed in revenue charge of a division which contains on an average four talukas.

THE COLLECTOR AND DISTRICT MAGISTRATE is in charge of the whole district. Besides superintending the realisation of the land revenue, the duties of administering the collection of excise and other special taxes and of supervising the stamp revenue devolve upon the Collector as executive head of the district.

THE REVENUE COMMISSIONERS, of whom there are four for the Presidency proper and one in Sind, exercise a general superintendence and control over the revenue administration of the districts in their charge.

The annual BUDGET is presented to the Council during February. Previous to presentation it is examined by the Finance Committee of the Council. This committee, which consists at present of 12 elected members, 4 nominated members, the Members of the Executive Council and Ministers, and the Secretary to Government, Finance Department, is not statutory but is constituted annually by motion made in the Council. The elected members are elected by the Council immediately after motion is carried and its functions are advisory only.

The Budget is divided into voted and non-voted items. All items under the following heads are, under section 72-D (3) of the Government of India Act, non-voted :—

(i) contributions payable by the local Government to the Governor-General in Council ;

(ii) interest and sinking fund charges on loans ;

(iii) expenditure of which the amount is prescribed by or under any law ;

(iv) Salaries and pensions payable to or to the dependants of—

(*a*) persons appointed by or with the approval of His Majesty or by the Secretary of State in Council ;

(*b*) judges of the High Court of the province ;

(*c*) the advocate-general ;

(*d*) persons appointed before the first day of April, nineteen hundred and twenty-four, by the Governor-General in Council or by a local Government to services or posts classified by rules under this Act as superior services or posts ; and

(v) Sums payable to any person who is or has been in the civil service of the Crown in India under any order of the Secretary of State in Council, of the Governor-General in Council, or of a Governor, made upon an appeal made to him in pursuance of rules made under this Act.

For the purposes of this sub-section the expression " salaries and pensions " includes remuneration, allowances, gratuities, any contributions (whether by way of interest or otherwise) out of the revenues of India to any provident fund or family pension fund, and any other payments or emoluments payable to or on account of a person in respect of his office.

All other items are voted. But if the Governor certifies that any demand relating to a reserved subject, which has been either reduced or refused by vote of the Council, is essential to the discharge of his responsibility for that subject, the reduction or refusal of the Council becomes void.

By Rule 33 of the Rules of the Legislative Council a Committee on Public Accounts is constituted to deal with the audit and appropriation accounts of the province. The committee consists of 12 members of whom 8 are elected by the non-official members of the Council, and the remainder nominated. The Finance Member is *ex-officio* chairman.

## THE BUDGET FOR 1927-28

The land revenue realised in the year under review amounted to Rs. 523 lakhs. As compared with the land revenue receipts of 467 lakhs during 1926-27 the revenue of the year under review showed an increase of 56 lakhs. The increase was due to a good season which permitted the collection of arrears as well as current revenue.

The increases in stamp duties sanctioned under the Indian Stamp (Bombay Amendment) Act of 1922, as amended by Bombay Act I of 1926, had a life of five years only, that is to say, up to the end of March 1927. Government considered it necessary to ask for their continuance, in view of the continued financial stringency. They accordingly moved in the budget session of 1927 a Bill to make the increases permanent. The Legislative Council, however, sanctioned (by Bombay Act II of 1927) their continuance for a further period of one year only. It is estimated that a revenue of from fifteen to twenty lakhs is dependent upon the continuance of this measure.

In the next important head of revenue " Excise," there was a drop. The actuals were Rs. 396¼ lakhs, as compared with Rs. 409½ lakhs, realised during 1926-27, a decline of Rs. 13¼ lakhs. This was mainly due to an adjustment of the accounts of the Nasik and Khanapur distilleries. Since the inception of the Reforms, the consumption of liquor has fallen from 28·4 lakhs of proof gallons in 1920-21 to 18·4 lakhs in 1923-24, 17·2 lakhs in 1924-25, 15·4 lakhs in 1925-26, 14·2 lakhs in 1926-27

and 13·9 lakhs in the year under report. In the view of the Commissioner of Excise it is very doubtful whether the cause of temperance has really gained by this reduction in the licit consumption of liquor, as illicit consumption is reported to have increased in the meanwhile.

Under "Stamps" the actual receipts were Rs. 175½ lakhs. As compared with the previous year's receipts of Rs. 167½ lakhs, the revenue during the year under review showed an increase of Rs. 8 lakhs.

Forest revenue for the year under review was Rs. 73 lakhs. There was a decline of Rs. 3½ lakhs, as compared with the receipts of Rs. 76½ lakhs during 1926-27.

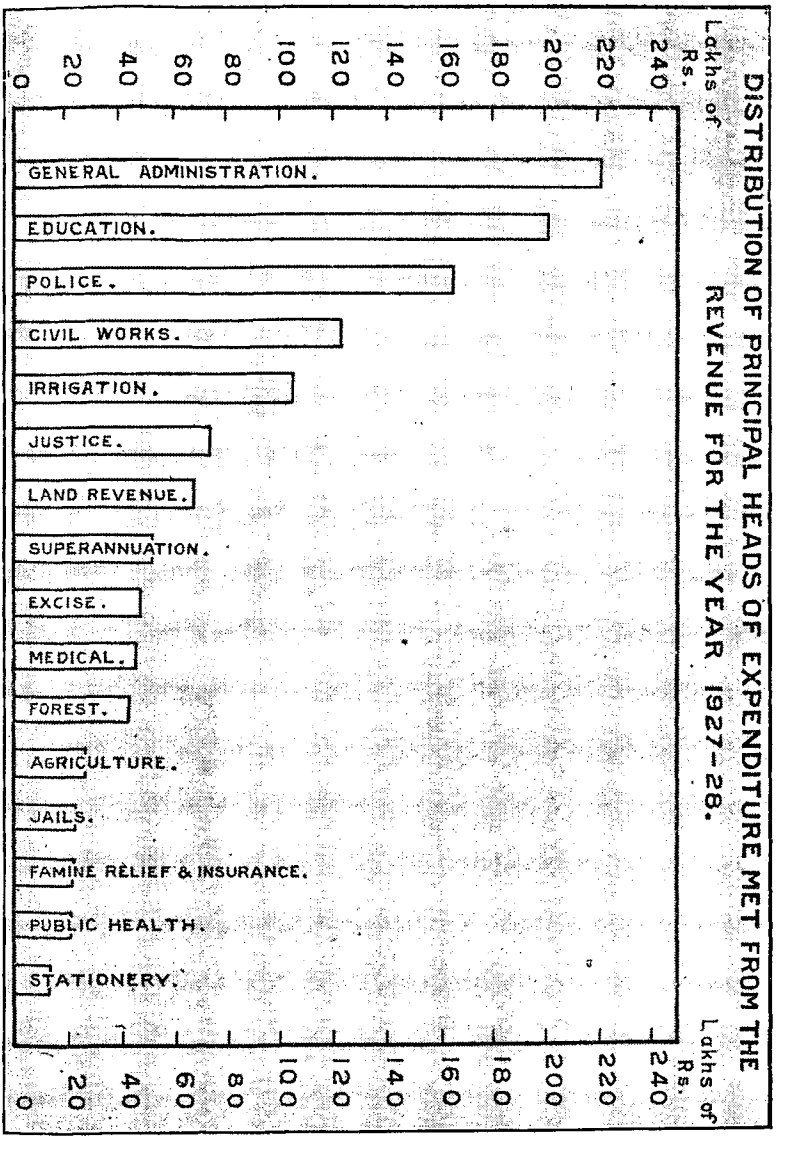
Under "Registration" the actuals were Rs. 11·8 lakhs. The actuals during the previous year were Rs. 12 lakhs. The receipts during the year under review show that the anticipated improvement in land values did not fully materialise.

Under "Scheduled Taxes" the actual receipts were Rs. 21·2 lakhs. As compared with the actuals of Rs. 19·5 lakhs in the previous year, the receipts during the year under review show an improvement of Rs. 1·7 lakhs.

As compared with the previous year, there was a reduction of Rs. 16 lakhs in the expenditure under "Excise" which was mainly due to less capital expenditure on Government distilleries and on compensations to Indian States whose Abkari management has been kept in Government hands under agreements with them.

The decrease of 25 lakhs in the expenditure under "Miscellaneous" as compared with the previous year's actuals was mainly due to the charges on account of grants-in-aid to Local Boards for Local Public Works which were hitherto booked under "Miscellaneous" having now been classified under "Civil Works." Expenditure under other heads in the revenue section does not call for any special remarks.

In July 1927, heavy floods swept over large areas in Gujarat and Sind and urgent measures were necessary to give immediate relief to the distressed people. Government sanctioned with the approval of the Legislative Council a sum of Rs. 10·55 lakhs for free relief, a sum of Rs. 80 lakhs for advances to agriculturists and an amount of Rs. 63½ lakhs for advances to non-agriculturists. The grants for free relief and for advances to agriculturists were met from the Famine Insurance Fund and the actual expenditure on this account during 1927-28 amounted to about Rs. 61 lakhs. The advances to non-agriculturists were met from the Provincial Loan and Advance Account.


DISTRIBUTION OF PRINCIPAL HEADS OF EXPENDITURE MET FROM THE REVENUE FOR THE YEAR 1927-28.
Lakhs of Rs.
0
20
40
60
80
100
120
140
160
180
200
220
240
GENERAL ADMINISTRATION.
EDUCATION.
POLICE.
CIVIL WORKS.
IRRIGATION.
JUSTICE.
LAND REVENUE.
SUPERANNUATION.
EXCISE.
MEDICAL.
FOREST.
AGRICULTURE.
JAILS.
FAMINE RELIEF & INSURANCE.
PUBLIC HEALTH.
STATIONERY.

In the year under review Rs. 291 lakhs were borrowed from the Government of India of which amount Rs. 182 lakhs were spent on the Lloyd Barrage, Rs. 31 lakhs on other unproductive works (mainly civil works), Rs 20 lakhs on other irrigation works, Rs. 15 lakhs on development projects, and Rs. 40 lakhs advanced to the Bombay Municipality.

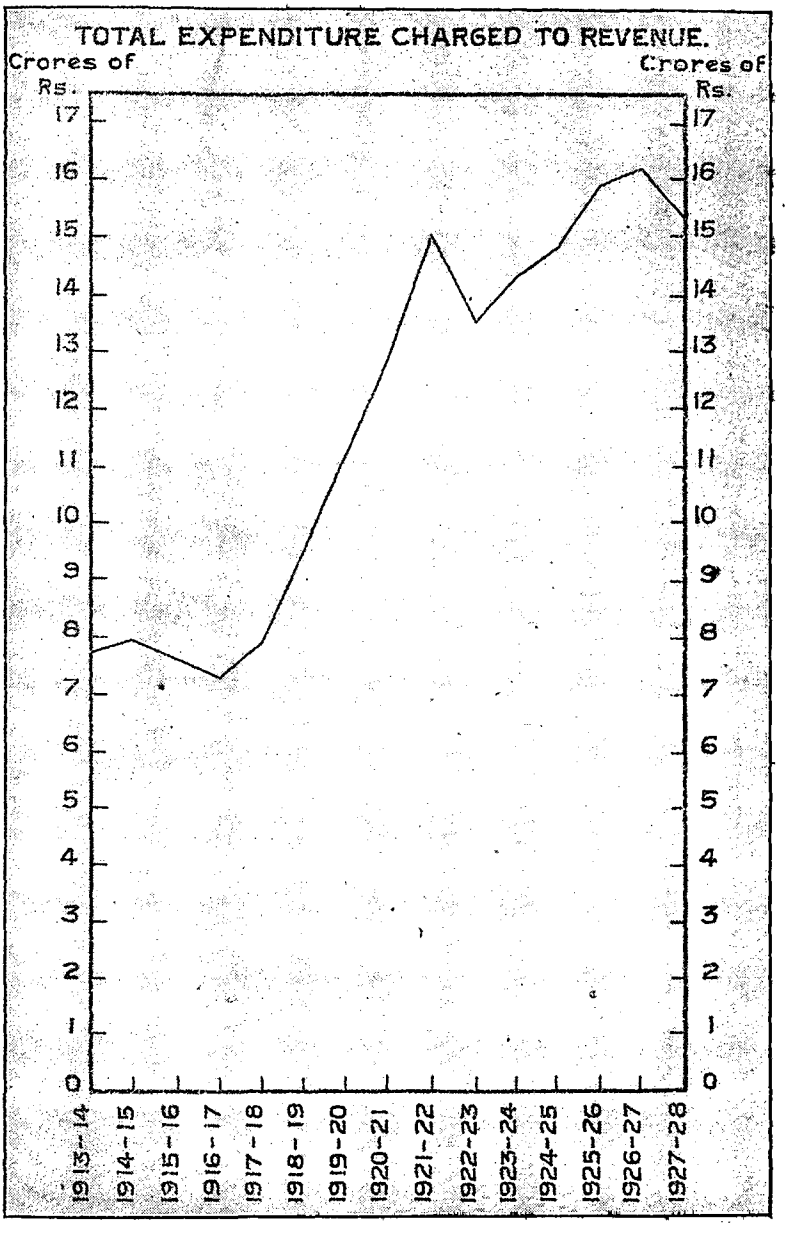
The standard rate of interest was five per cent. on all loans taken in 1927-28 for productive purposes. The rate charged on unproductive loans taken in that year was higher by ¼ per cent.

The Income Tax revenue in the Bombay Presidency during the year under review amounted only to Rs. 324 lakhs due to the continuance of the general depression in trade and the unfavourable condition of the mill industry in spite of the abolition of the cotton excise duty. The Government of Bombay received nothing as its share of the income tax revenue for 1927-28, as the assessed income for that year fell below the assessed income of 1920-21 (a year of unexampled industrial prosperity) which is fixed as the datum line under which this Presidency is entitled to a small subvention when the assessed income in any year exceeds that datum line.

## PROVINCIAL CONTRIBUTIONS REMITTED

The hope held out by the Government of India of extinguishing provincial contributions altogether as soon as compatible with safety to the Central finances has at last been realised. The provincial contribution of this Presidency has been remitted with effect from 1927-28. While granting this much-needed relief, the Government of India have however simultaneously withdrawn the concession of the refund of the customs duty on stores imported by the local Government. The refunds of customs duty on stores imported for works financed from capital were utilised towards reduction or redemption of the debt in accordance with the recommendations of the Secretary of State.

The relief afforded to the Provincial resources by the abolition of the Provincial contribution to the Central Exchequer was partially counter-balanced by the necessity of making increased provision to liquidate the anticipated losses on various projects under the control of the Development Department. In 1926-27 a provision of Rs. 20 lakhs was made to meet interest and sinking fund on the sum of Rs. 3 crores which was the estimated loss on the Back Bay Scheme. In 1927-28, in addition to Rs. 20 lakhs, a further sum of Rs. 7½ lakhs was provided from revenues to meet interest and sinking fund charges on the estimated loss of Rs. 111 lakhs on other schemes of the Development Department. In the same year, a revenue account of the


TOTAL EXPENDITURE CHARGED TO REVENUE.
Crores of Rs.
Crores of Rs.
17
16
15
14
13
12
11
10
9
8
7
6
5
4
3
2
1
0
1913-14
1914-15
1915-16
1916-17
1917-18
1918-19
1919-20
1920-21
1921-22
1922-23
1923-24
1924-25
1925-26
1926-27
1927-28

Industrial Housing Scheme undertaken by the Development Department was opened with the sanction of the Secretary of State. This revenue account showed a deficit of about Rs. 7 lakhs which was also met from the general revenues of the Province.

Realising that unnecessarily large sums were being locked up annually in the statutory provision of Rs. 63·6 lakhs for Famine Relief and Insurance and that the Famine Insurance Fund had already accumulated to an extent more than adequate to meet the contingency of famine occurring in any two consecutive years, the Government of Bombay approached the Government of India to obtain the sanction of the Secretary of State to reduce the annual famine assignment by Rs. 30 lakhs. In this they had the full support of the Government of India, and the Secretary of State sanctioned the proposal to reduce the famine assignment for this Presidency to Rs. 33·6 lakhs with effect from 1927-28 on the understanding that a minimum balance of Rs. 150 lakhs was maintained in the Fund. This was sanctioned as a temporary measure while the general question of reducing the amounts of the Famine Relief Assignments of all provinces prescribed in Schedule IV to the Devolution Rules was under the consideration of the Government of India and the Secretary of State. And in September 1928 revised rules for the Famine Relief Fund were sanctioned by the Secretary of State in accordance with which the annual assignment for this Presidency has been fixed at Rs. 12 lakhs and the minimum balance to be maintained in the Fund has been fixed at Rs. 75 lakhs. When the balance in the Fund is Rs. 75 lakhs or more, the annual assignment may be temporarily suspended. Under the old rules the annual assignment could be expended upon the relief of famine or the construction of protective irrigation works or other works for the prevention of famine. Under the revised rules the assignment can be utilised only for the relief of famine. The excess balance in the Famine Fund above Rs. 75 lakhs may, however, be spent on protective irrigation works or in the grant of loans to agriculturists, as well as for the relief of Famine.

## REVENUE AND EXPENDITURE

The principal items of revenue and expenditure for the year 1927-28 are given below :—

(Figures in thousands of rupees)

| Head of account | Revenue | Expenditure |
|---|---|---|
| | Rs. | Rs. |
| Land Revenue .. .. .. | 5,22,94 | 66,48 |
| Excise .. .. .. | 3,96,21 | 47,95 |
| Stamps .. .. .. | 1,75,40 | 1,32 |
| Forests .. .. .. | 72,94 | 43,02 |

LAND REVENUE

(Figures in thousands of rupees)

| Head of account | Revenue | Expenditure |
|---|---|---|
| | Rs. | Rs. |
| Registration .. .. .. | 11,82 | 6,53 |
| Scheduled Taxes .. .. | 21,20 | 20 |
| Irrigation .. .. .. | 42,95 | 1,05,28* |
| Interest .. .. .. | 1,58,27 | 2,10,54 |
| Sinking Funds .. .. .. | .... | 14,71 |
| Administration of Justice .. .. | 14,76 | 73,25 |
| Jails and Convict Settlements .. | 6,01 | 24,26 |
| Police .. .. .. | 7,28 | 1,64,75 |
| Education .. .. .. | 11,07 | 2,01,86 |
| Medical .. .. .. | 5,86 | 46,42 |
| Public Health .. .. .. | 6,43 | 21,79 |
| Agriculture .. .. .. | 2,74 | 27,41 |
| Industries .. .. .. | 5 | 70 |
| Miscellaneous Departments.. .. | 1,84 | 4,25 |
| Civil Works .. .. .. | 17,05 | 1,22,57 |
| Bombay Development Scheme (Revenue Account) .. .. .. | 17,65 | 24,79 |
| Superannuation allowances and pensions. | 14,67 | 51,89 |
| Stationery and Printing .. .. | 3,68 | 13,86 |
| Miscellaneous .. .. | 5,72 | 7,85 |
| Miscellaneous adjustments between Central and Provincial Governments .. | 4 | .... |
| Extraordinary Receipts .. .. | 7,91 | .... |
| General Administration .. .. | .... | 2,20,32 |
| Ports and Pilotage .. .. | .... | 21 |
| Scientific Departments .. .. | .... | 58 |
| Famine Relief and Insurance . .. | .... | 23,04 |

*This includes (*a*) expenditure of 10,00 on account of interest on the capital expended on the Lloyd Barrage Scheme and (*b*) expenditure of 10,31 on protective irrigation works, met out of the year's assignments of 33,60 for Famine Relief and Insurance.

# LAND REVENUE

| —— | Demand | Collection | Suspensions | Remissions |
|---|---|---|---|---|
| | Lakhs | Lakhs | Lakhs | Lakhs |
| Northern Division .. .. | 127·60 | 117·49 | 6·72 | 2·36 |
| Central Division .. .. | 195·69 | 185·04 | 8·05 | 2·56 |
| Southern Division .. .. | 126·98 | 115·42 | 10·41 | 1·08 |
| Sind .. .. | 98·36 | 97·93 | 2·77 | 15·62 |
| Bombay Suburban Division .. | 3·18 | 2·41 | .... | .... |

## PUBLIC WORKS REVENUE

The Public Works Department revenue falls under the heads noted below :—

(1) XXX Civil Works—Central.
(2) XXX Civil Works—Provincial.
(3) XXXVIII Military Engineer Service.

The revenue under (1) and (2) above, which consists of rents of buildings, rents of electric installations, rents of water-supply and sanitary installations, ferry receipts, tolls on roads, etc., amounted to Rs. 75,000 and Rs. 16¾ lakhs respectively as against Rs. 86,000 and Rs. 16¼ lakhs derived during the previous year.

The revenue under (3) which consists of payment for water, electric energy, ice, etc., amounted to Rs. 50,000 as against Rs. 60,000 derived during the previous year.

## CUSTOMS ADMINISTRATION

### PORT OF BOMBAY

The gross receipts credited to Customs at the Bombay Custom House, excluding the tea and cotton cesses, amounted to Rs. 12 crores and 48 lakhs during the year under report as compared with Rs. 12 crores and 16 lakhs during the previous year. Refunds and drawbacks granted during the year amounted to Rs. 28·48 lakhs. The total expenditure during the year was Rs. 18·02 lakhs as against Rs. 17·76 lakhs in the preceding year.

**Customs Offences.**—The total number of cases adjudicated under the Sea Customs Act was 2,680 as against 3,162 in the preceding year. Out of the total number, 1,301 related to offences under the Merchandise Marks Act. Recoveries under fines and penalties in lieu of confiscation in cases under the Merchandise Marks Act amounted to Rs. 13,340 and Rs. 567 respectively. In other cases penalties aggregating Rs. 74,825 were imposed. The Preventive Department seized only 2 ozs. of cocaine during the year. The seizures of opium and other allied drugs numbered 23. The department also placed before the magistracy nine cases of illicit importation of arms and ammunition and obtained convictions in all of them. Two consignments were taken over on behalf of Government under Section 32 of the Sea Customs Act. In both cases sums higher than that declared by the importers in their bills of entry were realised, and a profit amounting to Rs. 479 was made.

**Land Customs.**—The special feature of the Land Customs Administration of 1927-28 was the reimposition from 6th July 1927 of the Viramgam Customs Line which had been abolished on 1st January 1918. As a result of this reimposition, goods imported from the Kathiawar States, with the exception of Bhavnagar, into British India by land have been made liable to the payment of customs duty, subject to certain exceptions.

The receipt at the Land Customs Stations during the year under report amounted to Rs. 54·33 lakhs, *i.e.*, Rs. 40·21 lakhs on the Viramgam Land Customs Frontier and Rs. 14·12 lakhs against Rs. 9·49 lakhs during the previous year on the Portuguese Frontiers of Goa and Damaun. The increase on the Goa Frontier was mainly owing to larger imports at Castle-Rock by the M. & S. M. Railway Company of Railway materials and dutiable kerosine oil by the Oil Companies.

In regard to non-dutiable through traffic at Castle-Rock the Up traffic showed an increase. A bumper ground-nut crop in the Deccan and Karnatak resulted in heavy exports of ground-nut seeds. Manganese ore also showed an increase. The Down free traffic also increased owing to larger imports of kerosine oil and coal.

Port Okha exported a variety of goods to British India by land, the principal articles being motor cars, motor cycles, bicycles, machinery, chemical iron and steel materials, toilet requisites, paper, sugar, tyres, tubes and matches. While the trade from Navanagar consisted mainly of sugar, paper and matches. Nearly 85 per cent. of the total dutiable import traffic which passed the Viramgam Custom House came from Navanagar of which sugar alone represented 80 per cent.

## SIND

The gross realisations on account of Customs revenue during the year amounted to Rs. 573 lakhs as against Rs. 585 lakhs in the previous year. Payments on account of refunds and drawbacks, as finally adjusted by the Accountant-General, Bombay, amounted to Rs. 34 lakhs as compared with Rs. 30 lakhs in 1926-27. The expenditure during the year rose to Rs. 7·80 lakhs as against Rs. 7·07 lakhs in the previous year.

There were in all 821 cases of offences under the Sea Customs, Arms and Abkari Acts dealt with during the year as against 829 in 1926-27. The Preventive Service detected five cases of illegal importations of arms and ammunition and deterrent penal action was taken against the accused. Numerous cases of importations of obscenities and a few cases

of importations of dangerous drugs were also detected during the year.

During the year under review there were 1,508 cases of infringements of the Merchandise Marks Act as against 1,187 cases in the previous year.

## SALT DEPARTMENT

### BOMBAY PRESIDENCY PROPER

The salt with which the Bombay Salt Department has to deal may conveniently be classified as follows :—

(1) *Baragra or Rann salt* made from brine wells on the edge of the Lesser Rann of Cutch in the salt-works at Kharaghoda and Udu, six miles apart, and jointly named the Pritchard salt-works. These are Government property and worked departmentally.

(2) *Sea salt made within the Presidency.*—The factories at Dharasna and Chharvada at the Southern end of the Gujarat coast near Bulsar are both Government property and worked departmentally. The other salt-works, with three exceptions are grouped within a radius of 30 miles of Bombay City. Those which are Government property are leased to private individuals for working ; the others are owned as well as worked privately.

(3) Imported salt, mostly from sea salt-works in Goa territory.

There was a decrease of about 5 lakhs in the revenue of the Department during the year, the gross receipts being 148 lakhs. The total expenditure including refunds amounted to Rs. 30·6 lakhs or almost equal to the figures of last year.

The production of salt at Kharaghoda was increased during the year as stocks were diminishing. The produce was 20·30 lakhs this season as against 12·44 lakhs of maunds during the previous season.

The sales of Baragra salt during the year amounted to 24·29 lakhs of maunds compared with 25·06 lakhs during 1926-27. The slight variation was due to ordinary trade fluctuations. The quantity of Baragra salt at Kharaghoda at the close of the manufacturing season was 33·64 lakhs of maunds against 38·2 lakhs on the corresponding date last year while at Kuda there were 16·86 lakhs of maunds compared with 18·31 lakhs of maunds at the end of the 1926-27 season. The total stock at Kharaghoda and Kuda is still almost equal to two years' issues.

The produce of the sea salt-works was 99·22 lakhs of maunds during the seasonal year 1927-28 against 97·32 lakhs during the

previous season. The total sales of sea salt during the financial year under review, amounted to 97·19 lakhs of maunds against 95·78 lakhs during the previous year. The manufacturing season closed with a balance of 48·84 lakhs of maunds on hand against 56 lakhs at the end of the previous season.

The total quantity of salt issued and imported for consumption in the Presidency proper is shown in the sub-joined table :—

| Name of Province | Year | Quantity | Population | Average per head |
|---|---|---|---|---|
| Gujarat .. .. | 1926-27 | 1,095,142 | 6,840,085 | 13·17 |
| | 1927-28 | 1,203,366 | | 14·48 |
| Konkan, Deccan and Southern Maratha country. | 1926-27 | 2,484,699 | 15,479,188 | 13·21 |
| | 1927-28 | 2,561,836 | | 13·62 |
| Total .. | 1926-27 | 3,579,841 | 22,319,273 | 13·20 |
| | 1927-28 | 3,765,202 | | 13·88 |

The per capita issues for consumption in the Presidency proper have slightly increased.

The number of fish curing yards at which business was transacted during the year under review remained unchanged at 33. The total quantity of fish brought to be cured was 284,268 maunds against 187,415 maunds or an increase of 96,853 maunds, owing to a very favourable fishing season.

2,767 maunds of denatured salt for manurial purposes against 2,900 maunds during the previous year, were issued free of duty at the flat rate of 13 annas per maund from convenient Custom Houses, salt-works and fish curing yards.

The quantity of salt issued free of duty to mills, tanneries and chemical works amounted to 92,554 against 75,300 maunds during the previous year.

SIND

The following were the sources of salt supply during the year :—

(1) The Government Salt Works, Maurypur ;
(2) The Grax (Beacon Hill) Salt Works, Maurypur (Private) ;
(3) The Star Salt Works, Maurypur (Private) ;
(4) The Laxmi Salt Works, Maurypur (Private) ;
(5) Dilyar Salt Depot ;

(6) Darwari Salt Deposit ;
(7) Saran Salt Deposit.

Salt was issued direct from the Government Salt Works, Maurypur, through the agency of a Transport Contractor while at Dilyar, Darwari and Saran it was issued direct to merchants.

The year was marked by an increase over last year's figures, of both production and issues, to the extent of 98,000 and 38,000 maunds respectively. The increase in outturn was chiefly confined to sea salt and was due to the opening of two additional private salt-works and the increase in area under salt production at the Grax Salt Works. The increase at the private Salt Works was, however, counterbalanced by a decrease at the Government Salt Works where some salt pans had to be closed down, as salt from private salt-works could be put more cheaply on the market. The increase in issues related wholly to Maurypur Salt and was due to its having displaced the inferior Khewra salt and its very favourable price compared with that of imported salt.

Imports of salt from the Punjab rose by about 4,000 maunds. The increase was attributed to the replenishment by merchants of their depleted stocks. Imports by sea fell by 7,000 maunds and was accounted for by a larger demand for salt from private salt-works on account of its cheapness.

During the year under report 278,441 maunds of salt were manufactured at the Government Salt Works at Maurypur as against 374,721 maunds during the preceding year, while at the Saran and Darwari Salt Deposits 25,000 maunds and 15,091 maunds of salt were excavated during the year as against nil and 15,647 maunds respectively during the previous year. The output of salt at the Grax Salt Works amounted to 119,604 maunds as against 97,921 maunds during the previous year. The Star Salt Works and the Laxmi Salt Works were opened during the year under report and they produced 141,344 maunds and 6,967 maunds of salt respectively.

The consumption of salt in the Province including imports by sea and land amounted to 493,717 maunds as against 463,253 maunds in the preceding year and worked out at 12·39 lbs. per head per annum as against 11·58 lbs. in the previous year.

The average wholesale and retail prices of salt in the Province worked out to Rs. 2-13-7 and Rs. 3-3-4 respectively.

Ninety-two cases under the Salt Act were detected during the year as against eighty in the preceding year.

The gross receipts from Excise duty and other charges on salt amounted to Rs. 5·91 lakhs and the expenditure (share debitable to salt) was Rs. 1·52 lakhs.

ADEN

The following were the salt-works in operation during the year :—

(1) The Arabian Salt Works ;
(2) The Italian Salt Works ;
(3) The A. and J. Lalljee's Salt Works ;
(4) The Hajeebhoy Lalljee's Salt Works ;
(5) The Little Aden Salt Works.

The total revenue and expenditure for the year amounted to Rs. 54,143 and Rs. 2,738 respectively as against Rs. 69,359 and Rs. 2,738 in the previous year. The fall in revenue was noticeable in the case of A. and J. Lalljee's Salt Works, due to the abnormal and unprecedented rains which flooded their salt pans and damaged the salt ready for shipment.

The quantity of salt removed from the Arabian Salt Works was 41,952 maunds, of which 22,482 maunds were retained for local consumption and 19,470 maunds were exported to the interior of Arabia.

The total quantity of salt exported from the other salt works during the year was 173,090 tons to the Indian Ports and 3,894 tons to the non-Indian Ports.

## EXCISE

BOMBAY PRESIDENCY PROPER

During the year 1927-28 the rationing system was continued, but the rations for Bombay City and the mofussil (excluding the Panch Mahals and the East and West Khandesh Districts) were fixed at 5 per cent. below the rations for 1926-27, while the rations for the Panch Mahals and the East and West Khandesh Districts were fixed at the same figure as for 1926-27.

In spite of the fact that there was a further reduction in the ration fixed for the year, the consumption did not touch the fixed ration, but fell below it by 449,604 proof gallons. The general causes of the fall were illicit distillation, trade depression, high selling prices, unpopular low strength of country spirit, and a growing preference among the drinking classes for cheap foreign spirits wherever available, especially beer. Where cheap foreign spirit is not available the ordinary consumer of country spirit has recourse to illicit supplies. This accounts for the increase by 800 in the number of offences relating to illicit importation, possession, sales and distillation. The increase of nearly one lakh in still head duty is due not to any increase in the duty rates but to advance payments for issues



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made before the end of the year. The increase of Rs. 5,77,499 from vend and license fees is less a gain than elimination of loss due to the former simultaneous auctions which prevented a number of bidders from attending. The important fact however is not these increases in revenue but the continuation of the heavy decline—*viz.*, 26,324 proof gallons since last year, in the consumption of licit country spirit, which has been going on since 1920-21. The following table shows at a glance both why and where the licit consumption and public revenue have largely been diverted :—

Country spirit

| Year | Ration | Consumption | Difference between ration and consumption | Still head duty | License fees |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| | Proof Gallons | Proof Gallons | Proof Gallons | Rs. | Rs. |
| 1920-21 .. .. | .... | 26,14,789 | .... | 1,85,52,267 | 1,28,43,953 |
| 1921-22 .. .. | .... | 21,01,356 | .... | 1,88,20,802 | 43,90,634 |
| 1922-23 .. .. | 23,80,747 | 17,91,898 | 5,88,849 | 1,92,50,363 | 77,40,257 |
| 1923-24 .. .. | 22,29,379 | 17,08,118 | 5,21,261 | 1,80,02,444 | 96,15,126 |
| 1924-25 .. .. | 20,44,477 | 15,82,125 | 4,62,352 | 1,63,33,268 | 1,00,71,164 |
| 1925-26 .. .. | 18,83,804 | 14,05,437 | 4,78,367 | 1,41,15,988 | 95,89,805 |
| 1926-27 .. .. | 17,98,245 | 13,02,679 | 4,95,566 | 1,29,98,676 | 81,26,865 |
| 1927-28 .. .. | 17,25,959 | 12,76,355 | 4,49,604 | 1,30,95,757 | 87,04,364 |

| Year | Total of columns 5 and 6 | Average taxation, *i.e.*, still head duty and license fees, per proof gallon of consumption | Foreign Liquor | | Denatured spirit, bulk gallons (1 Gl. 67° over proof) |
|---|---|---|---|---|---|
| | | | Spirits | Beer Stout | |
| 1 | 7 | 8 | 9 | 10 | 11 |
| | Rs. | | Liquid Gallons | Liquid Gallons | |
| 1920-21 .. .. | 3,13,96,220 | 12 01 | .... | .... | 2,27,514 |
| 1921-22 .. .. | 2,32,11,436 | 11·05 | .... | .... | 2,78,338 |
| 1922-23 .. .. | 2,69,90,620 | 15·06 | .... | .... | 3,23,007 |
| 1923-24 .. .. | 2,76,17,570 | 16·16 | 2,17,390 | 4,37,525 | 3,30,090 |
| 1924-25 .. .. | 2,64,04,432 | 16·69 | 2,32,553 | 4,88,242 | 3,65,300 |
| 1925-26 .. .. | 2,37,05,793 | 16·86 | 2,24,359 | 5,22,014 | 3,81,575 |
| 1926-27 .. .. | 2,11,25,541 | 16·22 | 2,49,823 | 5,65,070 | 3,42,871 |
| 1927-28 .. .. | 2,18,00,121 | 17·08 | 2,48,627 | 6,28,471 | 3,83,645 |

| Year | Cases of illicit importation, possession, sales and distillation | Hemp drugs | | | Toddy | |
|---|---|---|---|---|---|---|
| | | Duty on ganja per seer | Sales of ganja in seers | Hemp drugs offences | Trees | Liquid Gallons |
| 1 | 12 | 13 | 14 | 15 | 16 | 17 |
| | | Rs. a. | | | | |
| 1920-21 .. .. | 2,110 | 17 8 | 41,273 | 256 | 4,28,569 | 1,25,62,751 |
| 1921-22 .. .. | 1,905 | 17 8 | 38,672 | 110 | 3,45,687 | 99,49,879 |
| 1922-23 .. .. | 2,884 | 20 0 | 44,602 | 161 | 4,15,444 | 1,27,92,591 |
| 1923-24 .. .. | 3,067 | 22 8 | 46,539 | 288 | 4,42,908 | 1,31,86,632 |
| 1924-25 .. .. | 3,625 | 22 8 | 47,752 | 273 | 4,09,992 | 1,25,54,868 |
| 1925-26 .. .. | 3,907 | 22 8 | 44,441 | 300 | 3,86,698 | 1,28,65,862 |
| 1926-27 .. .. | 4,355 | 25 0 | 43,038 | 384 | 3,77,230 | 1,23,26,903 |
| 1927-28 .. .. | 5,155 | 30 0 | 38,587 | 370 | 3,79,104 | 1,23,26,502 |

The causes of the decline in licit consumption appear to be the following says the Commissioner of Excise in his annual report:—

"The prosperous boom period 1919-20 and 1920-21 with high wages and plentiful money has ceased. At the same time the present high retail sale prices of liquor cannot be afforded by the general public. The causes of high prices are several. The yearly reduction in the rationed quantity available for sale results in licensees steadily increasing sale prices so that they can keep safely inside their ration and never run out of stock. Thus consumption is, and as a rule will be, below the ration figure however low the latter be fixed. This result causes the fallacious idea that even the ration figure is in excess of the genuine demand. The truth is that consumers are greatly resorting to illicit liquor, denatured spirit, foreign liquor, and drugs, to make up the shortage. There is no general increase in temperance, or reduction in drinking as might be supposed. In fact owing to the widespread increase of illicit distillation and importation, the total consumption of licit and illicit spirit combined has increased both in many areas, and probably as a whole, apart from the reduction due to lessened prosperity.

Toddy is not replacing country spirit, except in certain areas. There is however a great increase in consumption of foreign spirit, *viz.*, 14·3 per cent. over the 1923-24 figures. The increase in beer and stout is nearly two lakhs of liquid gallons over the figures of 1923-24. Beer is replacing country spirit to a considerable extent, especially in large towns."

The labouring classes in a number of Districts, unable to afford country spirit, are taking to denatured, *i.e.*, methylated spirit, which they make potable by flavouring. It is not an offence to drink denatured spirit or flavour it and even if doing so were made penal, such practices could not be prevented.

The vast extent to which licit country spirit has been replaced by illicit distilled either in the Presidency or imported from the large number of Indian States which border on or are dotted about the Bombay Presidency is indicated by the liquor offences —illicit distillation, etc., which were 5,155 as compared with 2,110 in 1920-21 and 4,355 in 1926-27. As reported last year, only the merest fraction of the actual offences is detected. If we multiply the above figure by fifty a more accurate idea of the enormous amount of illicit distillation, and importation will be obtained. In some areas of West Khandesh, the licit supply is estimated by the Collector to be only one-hundredth of the total consumption. The Collector, East Khandesh, puts the licit supply of his District at one-third that of the total supply. But the trouble is far from being only a Khandesh one. In those Gujerat and some below Ghat Districts, where mahura trees abound, the situation is extremely bad. There is no doubt that many lakhs of gallons of illicit spirit of high strength are consumed and replace the heavy reduction since 1920-21 in the licit spirit. Illicit distillation is done not only for personal consumption but as a regular trade and in East Khandesh for instance, the superior classes and castes, such as Kunbis, Marathas and Muhammadans, have taken to it. Formerly only Bhils and Vanjaris went in for it.

Moreover, people unable to buy the expensive licit liquor have taken in certain districts to hemp drugs, which intoxicate much more cheaply than country spirit does.

The progressive decline in recent years both in still head duty and license fees is striking. The gross revenue from country spirit in 1927-28 was 58 lakhs less than in 1923-24. The lost revenue in the opinion of the Commissioner has largely gone into the pockets of illicit distillers and illicit importers.

The expenditure for the year exclusive of (1) refunds (Rs. 1,84,000) and (2) compensation to (*a*) the Bombay Municipality for loss of revenue which it previously derived from shop licenses (Rs. 1,43,700) and (*b*) the District Local Boards in the Presidency in lieu of one anna cess on excise revenue which they were formerly allowed (Rs. 1,55,000) was Rs. 31,51,700 against Rs. 18,72,000 in the previous year. The apparent increase is due to the inclusion in the above figures of

Rs. 10,86,000 paid to the Government of India on account of Opium supplied to the Department and Rs. 2,99,600 on account of investments in Government Commercial Undertakings. Hitherto these amounts were not shown in the report. They are now included owing to the new method of accounting. The cost of opium is fully recouped from the sale of opium, and the investments in Government Commercial Undertakings are fully recouped from the working of the distilleries which yield a profit every year. The gross total expenditure including the refunds shown at (1) and (2) above amounted to Rs. 36,34,400 against the previous year's expenditure of Rs. 23,11,900. If the items relating to opium and investments are excluded, being not really expenditure, the gross expenditure would be Rs. 22,49,000 as against Rs. 23,12,000 in the previous year which shows a decrease of Rs. 63,000. The net excise revenue of the year increased by Rs. 15,03,500 *i.e.*, from Rs. 2,97,53,200 in the previous year to Rs. 3,12,56,700 in the year under report.

## SIND

The consumption of country spirit rose from 110,000 to 114,000 proof gallons. The increase occurred chiefly in the Karachi and Sukkur Districts, and is attributed to keen competition among the licensees at Karachi during the first quarter of the year where the liquor was sold at cheaper rates to push the sales. The increase at Sukkur was due to the influx of labour for the Sukkur Barrage works. On the other hand there was a decrease in Nawabshah and Thar Parkar Districts which is attributed to a bad season and distress caused by floods.

There was an increase of 113,000 gallons in the imports by sea of fermented liquor, wines and non-potable spirits, and a decrease of 27,000 gallons in liqueurs and potable spirits. The increase in the former case is accounted for by large imports of both bulk and bottled beer from the United Kingdom, Vermouth from France and Italy and rectified spirit from Java ; while the decrease in the case of liqueurs is due to smaller supplies from France and, in the case of potable spirits, is ascribed to the increased consumption of beer and the disposal of a large surplus stock at very low prices by the Army Canteen Board which went into liquidation.

The consumption in the Province also rose by 3,000 gallons in the case of potable spirits and 82,000 gallons in the case of fermented liquors due to the labouring and middle class people taking to the cheap beer and brandy of German origin.

The net revenue amounted to Rs. 40,40,000 showing an increase of Rs. 2,27,000 due to larger realizations from (1) the auction of foreign liquor " on " shops and beer, and (2) the still-head duty on account of more issues of country liquor.

There was no marked feature in the Excise administration during the year. From a purely revenue point of view the results must be regarded with satisfaction, but from a temperance point of view there are no grounds for congratulation. In spite of trade depression and an indifferent agricultural season consumption of liquor rose. Particularly noticeable is the rise in the imports of foreign liquor, especially beer.

## STAMPS

The revenue realised from the sale of judicial and non-judicial stamps in the year 1927-28, both in the Presidency proper and Sind, amounted to Rs. 178·43 lakhs as against Rs. 170·40 lakhs, of which Rs. 94·77 lakhs were received under the Stamp Act and Rs. 83·66 lakhs under the Court Fees Act. The revenue realised in Bombay City was Rs. 29·73 lakhs out of the total collections of Rs. 74·71 lakhs under the Court Fees Act in the Presidency proper. There was an increase of Rs. 5 lakhs in revenue from the sale of General (non-judicial) stamps.

Out of the revenue of Rs. 3,51,600 derived from duties and penalties levied on insufficiently stamped or unstamped instruments, Rs. 2,72,000 were received in Bombay city alone.

Eleven prosecutions under the Stamp Act were instituted, three in Karachi, two each in Ahmedabad and Nasik and one each in Bombay, Larkana, Mirpurkhas and Sukkur.

## TAXES ON INCOME

From all corners of the Presidency, including Aden there was once more a uniform cry of extreme depression in trade and industry everywhere during the year 1926-27 on the profits of which tax for the past financial year was levied.

" Though the income-tax and super-tax revenue of this Presidency once used to depend a good deal on the mill industry, it has long since ceased to be of any importance in this connection and the past year brought in only Rs. 17 lakhs from this source, which was much the same amount as in the preceding year," says the Commissioner of Income-Tax.

There are many cotton ginning and pressing factories all over the Presidency but competition and an unsatisfactory cotton

crop reduced profits. The motor trade continued to be profitable though the profits were not as large as in the preceding year. The banking and insurance business had a slightly better time but the fixing of exchange meant reduced profits to exchange brokers. Importers and exporters had a bad time and there was a distinct fall in the revenue collected from them. The salt business, too, has been reported not to have been profitable in 1926-27.

The total net income-tax collections amounted to Rs. 2 crores 44·78 lakhs as against Rs. 2 crores 49·80 lakhs for the preceding year, a decrease of Rs. 5 lakhs. Of the total gross collections 112·32 lakhs were collected from companies, registered firms and holders of Government of India and other securities, and 170 lakhs from individuals, unregistered firms and Hindu undivided families, the total income on which the tax was assessed being 12 crores 9 lakhs and 37 crores 67 lakhs respectively. The number of individuals, unregistered firms and Hindu undivided families paying income tax was 67,735. The largest number is to be found in the class whose incomes range from Rs. 2,000 to Rs. 2,499 per year, the total being 18,848 and the tax collected amounting to about Rs. 8·21 lakhs. The next highest class is between Rs. 3,500 and Rs. 4,999, the figure being 11,487 and the tax collected amounting to Rs. 11·92 lakhs.

Persons with incomes of Rs. 50,000 and over numbered 672 paying 33·52 lakhs income-tax on an assessed income of Rs. 3 crores 61·14 lakhs.

The total net super-tax collections were Rs. 77·90 lakhs as against Rs. 72·38 lakhs for the preceding year. The increase is due solely to Rs. 7·48 lakhs collected on account of a disputed assessment of one Company and refunded this year. If this collection is excluded as also the special collection of Rs. 1·55 lakhs from certain Ahmedabad Companies in the preceding year, there would be a fall of Rs. 42,000 only which is counterbalanced by an increase of over Rs. 5 lakhs in arrears.

There were seven private individuals in the Bombay Presidency whose assessable incomes to super-tax amounted to more than Rs. 5 lakhs per year and they paid Rs. 11½ lakhs in super-tax. The number of companies paying super-tax on Rs. 5 lakhs and over was 39, the amount of tax paid by them being Rs. 34 lakhs.

On the whole, the revenue for the year from super-tax and income-tax may be taken to have remained at about what it was in the preceding year, *viz.*, Rs. 3 crores 22 lakhs.

## CHAPTER XI

# INSTRUCTION

THE control of Public Instruction of all kinds is exercised by Government through the Director of Public Instruction, except that Government deal direct with the University on questions of Higher education. The five Divisional Inspectors are directly responsible to the Director for the general management of all Secondary and Primary schools in their Divisions. The general control of Technical and Industrial education lies with a Committee of Direction composed of officials and non-officials.

The University alone has the power of conferring degrees recognised by Government. It also provides facilities for post-graduate teaching. Affiliated to the University are the Colleges, which prepare students for the University examinations.

The Royal Institute of Science, Bombay, opened in 1920, provides facilities for post-graduate research work in Science in addition to the ordinary degree courses in Science.

Below the Colleges come the **High Schools,** usually at least one, either Government or aided, at the headquarter town of each district. These prepare students for the School Leaving Examination held by the Examination Board which has replaced both the University Matriculation and the Departmental School Final Examination, the latter of which qualifies for admission into the lower branches of the public service.

Side by side with the High Schools there are the **Middle Schools** which teach the first few standards only of the secondary school course of seven standards. There are also in some places separate high and middle schools for girls.

Below the secondary schools are a large number of **Primary Schools** both for boys and girls in which instruction is given in the vernacular to the vast mass of the people.

There are also institutions for the training of teachers for both secondary and primary schools maintained by Government, *viz.*, the Secondary Training College, Bombay, and the Vernacular Training Colleges for men and women at Ahmedabad, Poona, Dhulia (for men only), Dharwar and

Hyderabad. A certain number of district training schools have also been opened.

**For technical and industrial education,** there are the Sir J. J. School of Art, Bombay, and the Reay Art Workshops attached to it, the V. J. Technical Institute, Bombay, which is now recognised as the central technological institution, for the Presidency, the Workshop classes of the College of Engineering, Poona, the School of Engineering attached to the D. J. Sind College at Karachi and a number of technical and industrial schools, notably the Ranchhodlal Chhotalal Technical Institute, Ahmedabad, the Parekh School of Art, Surat, the Sir D. M. Petit Industrial School, Ahmednagar, the School of Industry at Ratnagiri and the V. J. Technical Institute, Sukkur.

For the proper selection of text-books for use in secondary and primary schools there are six special committees; one, known as the Provincial School Book Committee, for the consideration of books for use in secondary schools, and five Vernacular School Book Committees for the consideration of books in Marathi, Gujarati, Kanarese, Sindhi and Urdu.

A Committee of Direction for Technical Education has also been constituted during the decade.

## EDUCATION

[The figures in the summary relate to institutions in the British Districts only.]

**Bombay Presidency.**—The total number of recognised and unrecognised educational institutions increased by 502 to 16,713 and the number of pupils in them by 43,439 to 1,192,153.

Out of a total of 26,812 towns and villages 10,327 possessed schools, the average area served by each town or village with a school being 12·0 square miles. The percentage of male scholars under instruction in all kinds of institutions to the total male population was 9·43 as against 9·12 in the preceding year; while that of female scholars under instruction to the female population was 2·58 as against 2·43.

Hindu pupils in recognised institutions numbered 903,432, Muhammadans 197,595, Indian Christians 33, 234, Parsis 17,603, Europeans and Anglo-Indians 4,931. Among the rest are included 884 Sikhs and 12 Buddhists.

**Expenditure.**—The total expenditure on Public Instruction rose by over Rs. 8 lakhs to about 390 lakhs, Government funds contributing 51·4 per cent., Board funds 17·6 per cent., Fees 17·7 per cent. and other sources 13·3 per cent.

Primary schools absorbed over Rs. 197½ lakhs, exclusive of expenditure on inspection, construction and repairs. Expenditure on buildings and apparatus in recognised institutions amounted to over Rs. 14½ lakhs.

**University.**—The number of candidates for the School Leaving Examination for the purposes of Matriculation increased by 688 to 8,171, of whom 3,177 or 38·9 per cent. passed. There were 737 successful candidates out of 1,708 examined for the Intermediate Examination in Arts, the percentage of passes being 43·2. The number of successful candidates at the B.A. Examination held in October 1927 and April 1928, was 627 as against 904 in the preceding year. Of the successful candidates 200 obtained Honours —22 in Class I and 178 in Class II. At the B.Sc. Examination 220 candidates out of 361 examined were successful. Of the 91 candidates for the M.A. Examination 61 passed, 9 in Class I and 27 in Class II. In examinations for Professional degrees, excluding the medical examinations, there were 608 successful candidates. The expenditure of the University, as distinct from the individual colleges and from the School of Economics and Sociology maintained by the University itself, was about Rs. 8 lakhs.

**Arts Colleges.**—The total number of students in the 15 Arts Colleges (including the University School of Economics and Sociology) increased by 58 to 7,085, of whom 395 were women as against 382 in the preceding year. The total expenditure on all the Arts Colleges (excluding the University School) was Rs. 18·48 lakhs.

**Professional Colleges.**—The number of students in the Law Colleges increased by 75 to 1,099. The Sir Lallubhai Shah College, Ahmedabad, which was affiliated during the year, had 168 students. The number of students receiving instruction in Commerce was 271 and the number of those receiving instruction in Engineering was 322.

**Education in Art.**—The number of students at the Sir J. J. School of Art, Bombay, rose by 10 to 551, of whom 187 attended the Reay Art Work-shops. The school of Drawing and Design, Ahmedabad, had 39 students as against 34 in the preceding year.

**Technical and Industrial Education.**— Technical and Industrial Schools remained stationary at 32, but the number of pupils in them decreased by 197 to 2,636. The expenditure on these institutions decreased by Rs. 55,112 to Rs. 5,20,478.

**Secondary Schools.**—The total number of Secondary schools increased by 41 to 570 and the number of pupils in them

by 8,284 to 108,578. The following table gives separate figures for High and Middle Schools :—

| | Number of Schools. | Number of Pupils. |
|---|---|---|
| High Schools for Boys | .. 194 | 72,044 |
| ,, ,, for Girls | .. 52 | 10,688 |
| Middle Schools for Boys | .. 282 | 22,669 |
| ,, ,, for Girls | .. 42 | 3,177 |
| Total | .. 570 | 108,578 |

The total expenditure of all Secondary schools was over Rs. 77¾ lakhs, a rise of over Rs. 3¼ lakhs.

**Primary Schools.**—Primary schools for boys increased by 459 to 12,759 and the number of pupils in them by 27,911 to 879,394. The number of girls under instruction in Primary schools was 211,279, an increase of 12,675.

The number of District Local Board and Municipal Schools for boys and girls increased by 347 to 11,521 and the number of pupils in them by 27,878 to 871,013, the corresponding increases for the preceding year being 308 and 67,212. Aided schools increased by 63 to 2,591 and the pupils in them by 4,830 to 136,082. Unaided schools increased by 131 to 230 and the pupils in them by 4,424 to 9,931. The number of schools for Adults increased by 53 to 255 and the number of pupils in them by 1,630 to 8,758. The total expenditure on Primary education fell by Rs. 1 lakh to Rs. 197½ lakhs which was met from the following sources :—

| | |
|---|---|
| Government funds contributed | ..122·8 lakhs. |
| District Local Board funds | .. 16·6 lakhs. |
| Municipal funds | .. 36·9 lakhs. |
| Fees | .. 4·9 lakhs. |
| Other sources | .. 16·4 lakhs. |

**Training Institutions.**—There were 12 Training Institutions for Men with 840 pupils, and 18 for Women with 637 pupils. Of these, 15 with 980 pupils were under public management and 15 with 497 pupils were under private management.

**Muhammadans.**—The total number of Muhammadans under instruction in recognised institutions increased by 9,676 to 197,595, of whom 42,527 were girls. The number of Muhammadan pupils in Arts Colleges increased by 36 to 354, and that in Professional Colleges by 14 to 146. In Secondary schools the number increased by 1,126 to 9,317, in Primary schools by 8,422 to 183,830, and in Special schools by 78 to 3,948.

**Intermediate and Backward Hindus.**—The following table gives the number of pupils under instruction for the last two years :—

| | 1927-1928. | 1926-1927. |
|---|---|---|
| **Intermediate.** | | |
| Marathas .. | 147,774 | 138,748 |
| Cultivating classes (Kunbis, kolis, etc.) .. | 168,722 | 161,877 |
| Artisans .. | 81,129 | 78,108 |
| Lingayats .. | 76,245 | 72,142 |
| Total .. | 473,870 | 450,875 |
| **Backward.** | | |
| Depressed Classes .. | 63,620 | 61,599 |
| Jungle, Criminal, and Hill Tribes .. | 24,783 | 25,669 |
| Others .. | 41,353 | 34,287 |
| Total .. | 129,756 | 121,555 |

**Reformatory Schools.**—Of the three Reformatory schools in this Presidency, the Yeravda Reformatory school is maintained by Government, the David Sassoon Industrial and Reformatory Institution, Bombay, is under the control of a Committee of Management, and the Willingdon Boys' Home, Bombay, is managed by the Salvation Army Mission. There were 156, 326, and 54 pupils respectively in these institutions.

The Juvenile Jail School, Dharwar, which is maintained by the Jail Department, had 267 pupils, a decrease of 9.

**Aden.**—There were 57 schools in the Settlement of Aden attended by 2,746 scholars.

**Schools for Boys.**—There were eight Secondary Schools for boys. Government continued to maintain two and granted aid to five. One is still unrecognised. The total grant-in-aid received by these schools was Rs. 8,858.

There were 34 elementary schools for boys. Government maintained three Primary Schools one at each station in the Settlement. The Primary School at Maala was taken charge of by a private teacher in February 1928 when the Danish Mission relinquished its control. Altogether 11 elementary schools received a grant of Rs. 5,197 and Rs. 345 were as usual spent in the purchase of books, slates, etc., for the Indigenous Boys' Schools.

**Schools for Girls.**—The R. C. Mission had three Secondary Schools for girls. The total number of scholars was 143 and Rs. 5,813 were paid as grant-in-aid.

The number of elementary schools for girls (including three full Primary Schools) was 10 with a total enrolment of 288 pupils. The aided schools received a grant of Rs. 2,245 and Rs. 155 were spent in the purchase of books, slates, etc., for the Indigenous Girls' Schools.

The Industrial School taught carpentry to 53 apprentices. There was one night class for the benefit of teachers and ex-scholars of the Government School.

## YERAVDA REFORMATORY

During the 15 months, from 1st January 1927 to 31st March 1928, there were 156 boys in the Reformatory School, Yeravda, their ages ranging from 10 to 17 years. Thirty-seven were Muhammadans, 8 Brahmins, 28 Depressed classes, 6 Christians, 6 Lingayats and 71 other Hindus.

The general behaviour of the juveniles was, on the whole, satisfactory there being no marked difference in the number of offences and of offenders as compared with other years. Three boys escaped from the school, two of whom were monitors, one of them being due for discharge in a short time. Freedom was allowed to these boys in their movements but the privilege was abused and they escaped. The two escaped monitors were re-arrested and sent to the Yeravda Central Prison, the third offender being still at large. The number of offences committed was 13, involving 25 boys.

The health of the inmates continued to be good, but epidemics of Malaria, Chicken-pox and Mumps made their appearance during the months of January and February 1928. The number of malarial cases admitted to the school hospital was 115, while there were only 22 such cases in the year 1926. One boy died from malignant malaria. The total number of indoor patients in the school hospital was 214, while the daily average number of outdoor patients treated for minor ailments, such as wounds or accidents in games, was 34·48 as against 31·95 in the previous year.

Eighty-three boys were discharged during the period under report—52 in the first nine months of the period and 31 in the remaining six months. As regards the 52 boys, one was released on appeal and one was handed over to his parents on account of serious illness. The first half-yearly reports on the remaining 50 boys show that 1 was employed in carpentry, 3 in agriculture, 13 in private service, 6 were with parents, 1 was reconvicted, 11 were untraced, while there were no reports on 15.

"The question of the after career of discharged boys is an important one" remarks the Superintendent of the Reformatory School "and every effort is made in the school to enable the discharged boy to live an honest life." A conference was held at the Council Hall, Poona, to consider the question of forming an Advisory Board for the after-care and supervision of discharged juveniles and others.

Six trades were taught in the school, where 17 boys were trained in carpentry, 11 in smithy, 16 in painting, 16 in book-binding, 17 in tailoring and 71 in gardening and agriculture.

Primary education was imparted in the school up to the fifth standard in Marathi, Gujarati and Urdu. Regular moral instruction was given in the school room once a week by class teachers.

The gross maintenance charges increased from Rs. 46,471 to Rs. 58,445 but the net average cost per boy per annum decreased from Rs. 280-14-10 to Rs. 267-10-1. The earnings of the school were Rs. 2,745.

## BOOKS AND PUBLICATIONS

The total number of publications registered during the year decreased by 1,571 or about 37 per cent. to 2,611, of which 2,211 were books and 400 issues of periodicals. There was a fall of 377 books and 1,194 periodicals below the production of 1926. The decrease in the number of periodicals issued in 1927 is due to a change in the official classification; many insignificant publications which were formerly classed as periodicals are now regarded merely as newspapers. Of the 2,211 books published, 611 were in Marathi, 433 in Gujarati, 396 in Sindhi, 224 in English, 85 in Hindi, 76 in classical languages, 58 in Kanarese, 43 in Urdu and 25 in other dialects; while 260 books were in more than one language.

"Miscellaneous" works, which number 894, account for a little less than one-third of the total number of publications. "Religion" comes next with 397 publications, followed by "Poetry" with 377.

## NEWSPAPERS

At the end of the year 1927 there were in all 268 newspapers treating of current political topics as against 258 newspapers in the previous year. One hundred newspapers were newly started during the year under report, but 86 publications ceased to exist. Of these 268 newspapers 79 were published in the City of Bombay; 47 in the Northern Division; 58 in the Central

Division ; 31 in the Southern Division ; 49 in Sind ; and 4 in the Indian States. One hundred and twelve or about 42 per cent. were in the hands of Brahmins ; 81 were conducted by other Hindus ; 13 by Jains ; 12 by Parsis ; 40 by Muhammadans ; and 10 by Christians. Six per cent. were published in English ; 35 per cent. in Marathi ; 22 per cent. in Gujarati ; 3 per cent. in Hindi ; 5 per cent. in Kanarese ; 3 per cent. in Urdu ; 14 per cent. in Sindhi ; 0·3 per cent. in Persian ; 0·3 per cent. in Arabic ; and the remaining 11 per cent. were bi-lingual or tri-lingual newspapers.

## ROYAL ASIATIC SOCIETY, BOMBAY

The Bombay Branch of the Royal Asiatic Society had 500 resident and 161 non-resident members at the close of the year 1927.

The issues of books and periodicals during the year amounted to 73,780 of which 16,600 were new books, 30,430 periodicals and 26,750 old books. The largest issue, about 23,100, was under fiction, while biography stood second (2,480) and politics and political economy, etc., third (2,000). During the year 1,521 volumes were added to the Library, of which 1,232 were purchased and 289 were presented. Eighty coins were added to the cabinet of the Society. The Society received 217 treasure trove coins during the year.

## VICTORIA AND ALBERT MUSEUMS, BOMBAY

The total number of visitors to the Museum during the year 1927-28 was one million against 971,000 of the previous year. The number of days the Museum was open was 314. The work of collecting specimens of agricultural interest and exhibiting them was taken in hand. A large case is set apart for exhibiting models of ploughs and other implements of tillage, and water-lifts of primitive and modern make. Twenty-six photographs showing the manner how these implements are used, are fixed in the lower panels of the case ; and information regarding their cost and the place where they can be procured is given. Forty frames containing 98 photographs of agricultural cattle reared in South India, the Madras Presidency, and in certain parts of the Bombay Presidency were prepared and put up on the walls round the main hall. A very important industry of agriculture in Western India is the growing of Rice. The different works connected with its cultivation from the preparation of the soil to receive the seed to its final stage when rice is taken to the market-place, are shown pictorially by means of figures and other appurtenances cast in lead, and the case

attracts a good deal of attention. It has been decided to make a collection of copies of old Indian paintings, including specimens from the time of the Buddhists to the great Moghuls.

PRINCE OF WALES MUSEUM OF WESTERN INDIA

The number of visitors was over 1,800 a day, according to the census taken as usual for a week during the year under review.

Further progress was made in the classification and labelling of the exhibits. In addition to the guide books on sale for the Budhistic Gallery, the Arabic and Persian inscriptions, the pamphlet on the Snakes of Bombay and Salsette, an illustrated guide to the Brahmanical gallery, a second edition of the descriptive and illustrated catalogue of the Western and Modern Indian pictures were printed. One of the outstanding phases of the activities of the Museum was the work undertaken for the local schools in instructing them in Nature study on a regular basis.

A large number of exhibits and books have been added either by purchase or gifts.

**Archæological Section.**—Five sculptures from Tyabpur near Kapadvanj were exhibited in the Brahmanical gallery, and the cases in the Jain and Prehistoric gallery were rearranged. Mr. H. Seton Karr, while on a visit to Bombay, made an addition to his collection of stone implements exhibited in the Section and rearranged the whole collection according to groups. The Samara antiquities presented by the British Museum were exhibited in gallery No. 7 and the pottery pieces collected by Mr. G. E. Carter were rearranged.

Of the various lots of coins sent to the Section for examination and classification 1,100 copper coins, and 107 coins of the Gujarat Sultan were selected for the Museum. The latter coins contain certain new types and dates, on which an article has been prepared for publication in the Indian Antiquary. Coins of the Kshatrapa Princes, the early Gupta Princes and the Sultans of Delhi were examined, classified and exhibited.

**Art Section.**—Considerable progress was made in the rearrangement and cataloguing of the exhibits. The lighting difficulties in the main picture galleries were successfully overcome by the construction of lantern lights in the ceilings. Pictures representing the works of Indian Artists were purchased and exhibited together. Mr. F. V. Evans presented an interesting collection of nine water colour prints of " Old Bombay," etc. Sir Akbar Hydari made an addition to his collection by giving

on loan five more Indian paintings. Some of the old Japanese prints were deciphered and labelled. Picture postcards of 25 different exhibits were printed and placed on sale. An interesting collection, consisting of Indian brass, Indian and English pottery, silver and gold ornaments, ivory, silk and cotton fabrics, calico prints, etc., was transferred from the School of Art, Bombay, for exhibition at the Museum.

**Natural History Section.**—The attractive and interesting method of exhibition by the formation of natural 'groups' showing an individual animal in its natural surroundings or illustrating actual portions of a desert or forest with its animal and plant life, was followed by the Section. Preparation of material for the Forest case to be exhibited in the Mammal gallery was in progress. The whole of the gallery was reorganised and the former arrangement of cases broken up to make room for the Forest case.

In the Bird gallery the work of displaying birds on the basis of a new classification series was continued.

Cases illustrating the breeding habits of the Russell's viper and the cobra were completed for the Reptile gallery. A case illustrating how snakes poison their prey was added and a case of the sea-snake group was exhibited.

The cases illustrating insects in relation to disease were remodelled and a case depicting Sal wood and its destructive insects and larvæ was exhibited.

Regular Nature Study classes for schools were held at the Museum. An interesting feature was a special class attended by the students from the Victoria Blind School.

VICTORIA MUSEUM, KARACHI

The number of visitors during the year was 300,500, a slight increase in the attendance over last year. People visited the Museum in large numbers during public holidays. Owing to the difficulties in regard to space, the work in the Natural History section was practically confined to labelling of specimens and the replacement of old exhibits by better ones. Several additions were made in the Art and Industrial section. The Aquarium and Vivarium attract great attention.

# CHAPTER XII

## ARCHÆOLOGY

THE work of conserving ancient monuments in the Bombay Presidency including Sind continued satisfactorily throughout the year. The net grant for this work was Rs. 1,12,718 as against Rs. 1,35,241 in the previous year. Out of the total allotment Rs. 29,657 were placed at the disposal of the Superintendent, Archæological Survey, for execution of works departmentally and Rs. 83,601 were assigned to the Bombay Public Works Department for special and annual repairs and for the construction of new quarters for officers, etc., at Mohenjo-daro. In addition to the Central Government allotment Rs. 8,000 were sanctioned by the Bombay Government for special repairs to the ancient remains of the palace of Peshwas in the Poona City.

The Archæological Department undertook special repairs to the Caves at Elephanta in the Kolaba District; Caves at Jogeshwari and Hindu temple at Mulgaon in the Bombay Suburban District; Portuguese Remains at Bassein in the Thana District; Caves at Karla and Rampart walls to Shanwar Wada, Poona City; and Faria Bagh Palace in the Ahmednagar District. With a view to remove modern ugly accretions from the ancient arcaded dalans in front of the Bukhari Masjid, lands and huts were acquired at Bijapur.

For the convenience of visitors to the Caves at Elephanta the work of constructing an Open Pavilion of suitable design has been started and will be completed next year. The quarters for the custodian of that place have been remodelled.

In the Ahmedabad District extensive repairs to the Mansar Talao at Viramgam have been taken in hand and the general effect is most satisfactory. In the Bijapur District repairs to the cracks on top of Gol Gumbas were completed.

In the Nasik District attention was paid to the old temple at Deothan which was being occupied by several villagers. All modern additions and alterations were completely removed.

The basement of a *Samadhi* Temple at Mulgaon, near Andheri in the Bombay Suburban District was exposed to view and three small relic caskets with lids made of copper were discovered in holes in the base stones of the four main corner

ARCHÆOLOGICAL DEPARTMENT—AHMAD SHAH'S MOSQUE AT AHMEDABAD, SHOWING ABLUTION TANK.

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pillars of the sanctum (garbhagriha) of the temple. The age of the temple can be approximately assigned to the 10th century A.D.

The total expenditure on conservation amounted to Rs. 1,12,700 including agency charges paid to the Bombay Public Works Department.

A sum of Rs. 34,280 was spent on the upkeep of the office of the Superintendent, Archæological Survey, Western Circle, during the year 1927-28.

# CHAPTER XIII

## MISCELLANEOUS

### ECCLESIASTICAL JURISDICTION

THE Church Establishments maintained by the State in the Presidency are those of the Established Church of England and the Established Church of Scotland. Certain allowances are also granted by Government to the Roman Catholic Church and the Wesleyan Church for ministrations to troops, etc.

### THE ESTABLISHED CHURCH OF ENGLAND

Since 1837 Bombay has been a separate Diocese.

The Diocese includes the territories within the limits of the Presidency of Bombay excepting Sind, which was transferred to the Diocese of Lahore in 1877.

The Right Reverend Edwin James Palmer, M.A., D.D., Bishop of Bombay, who was on eight months' leave at the beginning of the year in connection with the Indian Church Bill and Measure, was placed on deputation by the Secretary of State at the end of the leave. He arrived in India on the 6th January 1928.

The Assistant Bishop, the Right Reverend P. H. Loyd, M.A., held confirmations on behalf of the Bishop of Bombay, during the latter's absence in England, at Deolali and Poona.

The Venerable W. F. M. Hamerton, M.A., proceeded on leave prior to retirement on the 7th June 1927.

In pursuance of the powers given to him by Letters Patent the Bishop of Bombay appointed the Reverend H. Martindale, M.A., Senior Chaplain, to be the Acting Archdeacon of Bombay during the absence on leave of the Venerable W. F. M. Hamerton, M.A.

The year opened and closed with 14 Chaplains on duty and four on leave. One Chaplain retired and one died.

During the year St. Paul's Church, Bhusaval, was dedicated.

The Bishop held six confirmations during the year and the number of persons confirmed was 133. There were six ordinations.

### THE ESTABLISHED CHURCH OF SCOTLAND

The Church of Scotland in this Presidency was placed on its present basis in 1837. Of the five Chaplains holding appointments on the Bombay cadre of the Indian Ecclesiastical

NEW GOVERNMENT CENTRAL PRESS BUILDING, BOMBAY.

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Establishment, Church of Scotland, two are Senior Chaplains and three Junior Chaplains. One Senior Chaplain was on leave at the close of the year under report.

There are at present five Presbyterian Churches and several other buildings used for Divine service scattered throughout the Presidency of Bombay.

The Reverend G. C. Macpherson, O.B.E., M.A., B.D., J.P., continued as Presidency Senior Chaplain throughout the period. On December 12th he proceeded on leave to the United Kingdom and the Reverend R. E. Lee, M.A., B.D., M.C., was appointed to officiate as Presidency Senior Chaplain, Church of Scotland.

During 1927-28 St. Andrew's Church, Bombay, and the churches at Quetta, Poona, Kirkee and Karachi were served by chaplains on the Indian Ecclesiastical Establishment of the Church of Scotland. At Mhow the duties were performed by a Missionary of the Canadian Presbyterian Mission of Central India, at Belgaum by a Missionary of the Methodist Episcopal Church, at Nasirabad and Aden by Missionaries of the United Free Church of Scotland and at Deesa and Mount Abu by a Missionary of the Irish Presbyterian Church. All Chaplains and acting chaplains of the Church of Scotland minister to His Majesty's Forces and Civilians.

## STATIONERY

During the year under report 370 typewriting machines were repaired by the office and only 37 machines were given to outside firms for repairs. Contracts for the supply of paper were given to the Deccan Paper Mills Co., Ltd., Poona, for Badami-superior and inferior and cream laid and to the Titaghur Paper Mills Co., Ltd., Calcutta, for the printing paper. The value of paper supplied to the Government Presses was nearly Rs. 4 lakhs as against Rs. 3½ lakhs in the previous year.

## PRINTING

The important event of the year under report was the entry of the Press and Publication Branches into their new premises and the completion of the centralizing and concentration of the activities of the Department under the control of the Superintendent, Government Printing and Stationery. The change has enabled the Superintendent to propose retrenchments in some directions, with a prospect of further economies in the not very distant future.

**Government Central Press, Bombay.**—The outturn for the year 1927-28 was less than that of the year 1926-27. The

total expenditure amounted to Rs. 13·51 lakhs, an increase of Rs. 5·39 lakhs over the preceding year, and the cost of paper, binding and rubber stamp materials was Rs. 90,000. The unit cost rate increased slightly and was due mainly to the reduced outturn.

**Yeravda Prison Press, Poona.**—The labour supply continued steady throughout the whole year. Owing to the transfer of special forms and non-urgent book work to the Government Central Press, Bombay, the number of convicts employed in the year 1926-27 was reduced. The outturn of the year decreased to some extent and raised the cost per unit.

**Commissioner in Sind's Press, Karachi.**—The total earnings for the year amounted to Rs. 1·84 lakhs as against Rs. 1·82 lakhs while the total expenditure was Rs. 1·35 lakhs as against Rs. 1·37 lakhs in the previous year.

**Government Book Depot, Bombay.**—The value of the maps issued during the year declined from Rs. 4,388 to Rs. 3,380 and realisation from the sales of Government publications amounted to Rs. 34,469 as against Rs. 39,345.

**Government Photozinco Press, Poona.**—The total cost of work turned out by the press was Rs. 1,54,700 as against Rs. 1,17,000 in the year 1926-27.

## BOMBAY DEVELOPMENT DEPARTMENT

### BACK BAY RECLAMATION SCHEME

In accordance with the decision of the Legislative Council at the Budget Session of February-March 1927, the operations in connection with the Back Bay Reclamation Scheme are now being confined to the reclamation and development of block Nos. 1, 2 and 7, the reclamation, without development, of block No. 8 and the linking of blocks 2 and 7 by a road along the foreshore. In view of this decision and curtailment of work it was found possible to retrench certain appointments in the superior establishments as well as in the subordinate staff.

Two Advisory Committees were appointed during the year (1) to advise Government on all matters regarding the Back Bay Reclamation Scheme which are referred to them for their opinion and (2) a Layout Committee to consider and report to Government on the proposals of the Consulting Surveyor to Government for the layout of blocks 1, 2 and 7. Both these Committees held several meetings, the former disposing of several matters, of which the most important were (**a**) tenders for dry-filling of block No. 8, (**b**) timber gantry for block No. 2

and (c) question whether block 2 should be completed by wet-filling or dry-filling. The Sanitary Committee also held 12 meetings during the year and often inspected the reclamation works.

Dredging operations in the harbour in connection with the filling of block No. 7, which started in October 1926, ceased on the 5th May 1927. The level of the pumped filling in block No. 7 being up to or above the level of the overflow by the end of the season, the " Colaba," attendant craft and floating pipe line units, not required in Back Bay the following season, were placed out of commission.

Dredging operations in Back Bay for the season 1927-28 commenced on 31st October 1927 and closed on 11th April 1928, the dredgers " Kalu " and " Jinga " being employed on pumping into block No. 1.

The output per hour, as well as the output for the year, obtained by " Kalu " and " Jinga " far exceeded that of any previous season. This was due to some extent to the more suitable material met with, but also to the general efficient handling of the dredger.

The total quantity of material dredged by the " Kalu " and " Jinga " was 1,016,219 cubic yards. The maximum output attained by the " Kalu " during the season was 950 cubic yards per hour. The average for the whole season was 597 cubic yards per hour. In view of the improved output of the dredger and consequent lower cost of pumped filling compared to dry-filling, it was decided by Government, on the recommendation of the Advisory Committee, to reclaim block No. 2 with pumped filling instead of dry-filling.

The dredged filling of block No. 7 was completed in May 1927.

The principal work in " Dry-filling " done during the year was the murum topping of block No. 8. The filling consisted of murum and earth brought by train from the Department's quarries at Kandivli—a distance of about 21 miles. Up to the end of November 1927, this work of dry-filling was carried out departmentally, as in the previous year. From 1st December 1927, however, a contract was given by Government for the work, the contractors providing the material from their own quarries. About 5,000 tons of material per day are brought in. The cost of the work done departmentally during the year up to the end of November, when the change over to the contract system was made, worked out to an overall rate of Rs. 1-3-8 per ton. The final costs for the remaining period of the year worked out to slightly under Rs. 1-2-0 per ton. The change

over to the contract system, has, therefore, effected a small saving. The total quantity of dry-filling brought in during the year was 1,018,000 tons of which 22,000 tons was selected earth, which was deposited on an area of about 20 acres at the extreme south end of the Reclamation in order to make this piece suitable for use by the Military authorities, as a parade ground, and playing ground for the troops, the balance being distributed in blocks 1, 2 and 8.

In addition to the dry-filling brought in by trains, about 118,500 cubic yards of building rubbish, etc., were collected by motor lorries during the year and tipped into blocks 1 and 2, behind Church Gate Station at a cost of about 10 annas per cubic yard.

Storm water drain No. 6, which forms the boundary between blocks 2 and 3, is the only one that was in hand during the year and very satisfactory progress was made on it. This drain has a total length of 2,310 feet, of which about 880 feet were done in previous years, and about 1,200 R. ft. were done during the year under report.

A certain amount of heavy stone was deposited in front of the sea-wall prior to the monsoon of 1927 in order to raise one or two portions of the rubble mound which had sunk slightly. This mound and the sea-wall passed safely through the monsoon without any appreciable damage.

## INDUSTRIAL HOUSING SCHEME

During the year, twenty-seven new chawls were thrown open to occupation by the working classes. Two of these chawls were leased *en bloc*, one to the Bombay Municipality for housing the menials of the King Edward Memorial Hospital and Seth Gordhandas Sunderdas Medical College and the other to Government for housing the G. I. P. and M. & S. M. Railway Police.

With effect from 1st April 1927, rents were reduced at Naigaum to a flat rate of Rs. 7 per room for all floors and at Worli to Rs. 5 per room for all floors. At Sewri the rent of top floor rooms was raised by eight annas with effect from 1st August 1927 so as to make a flat rate of Rs. 7 for all floors in that area. At DeLisle Road rents remained unchanged throughout the year. The total number of rooms occupied at all the chawl centres at the end of the year was 7,678 against 5,965 in the previous year—an increase of 1,713. The reduction in rents at Naigaum and Worli stimulated the increase in tenancies, which was in evidence during the whole of the previous year, until

January 1928, when a partial mill strike in the beginning of January 1928 brought about a steady reduction in the Worli area.

In the previous year two chawls were converted, as an experimental measure, into two-roomed and three-roomed tenements—one at Naigaum and another at DeLisle Road. The chawl at Naigaum is now fully let as two-roomed tenements with the odd rooms let singly, but the chawl at DeLisle Road is still mostly vacant. The number of shops occupied shows a considerable increase over that of the previous year in all the four chawl areas.

The market at Worli which was opened on 1st April 1927 has not been a success and its opening does not appear to have appreciably increased the number of tenancies at Worli. This result, though disappointing in one sense, is interesting as the critics were wont to quote the absence of a market as a fatal defect in the scheme of things at Worli.

The total assessment for the year was Rs. 6,70,251 against Rs. 5,04,102 for 1926-27—an increase of Rs. 1,66,149, while the collection was Rs. 6,54,520 as against Rs. 4,94,286 during 1926-27.

The total amount due from the absconders at the end of the year was Rs. 12,076 as against Rs. 20,830 in the previous year. This works out to only 1·8 per cent on the assessment for the year.

The amount written off was Rs. 27,656, a large part of which was on account of the arrears of previous years.

## SUBURBAN SCHEMES

Activities in the departmental schemes were, as in the preceding year, at a stand-still except for water supply schemes and such roads as it was necessary to construct to meet the demand for plots for residential purposes at Khar.

The sales of land, which were confined to four departmental schemes, *viz.*, at Chembur, Danda, Khar Model Suburb and Chapel Road, Bandra, were not so satisfactory as in the previous year. A total area of 26,499 square yards valued at Rs. 1,69,319 was disposed of.

The State-aided building scheme continue to encourage the purchase of plots at Khar. The number of persons who took advantage of this scheme was 58 as against 34 in the previous year, the total amount advanced on land and buildings being Rs. 3,14,252.

With a view to accelerate sales in Suburban Scheme No. 6 (Danda) Government reduced the selling rates, which now range from Rs. 6-8-0 to Rs. 11 per square yard, according to

the situation and amenities of the plots. Large plots will also be split into small plots if so desired by intending purchasers. Four bungalows have so far been built and two are in course of construction.

In Suburban Scheme No. 7 (Khar Model Suburb) the demand for land continues to be greatest. The plots in the scheme are situated close to Khar Railway station which can now be reached from Bombay within 35 minutes by rail. Further, electric lighting and fans have recently been introduced into this area, while the bus service shortens the distance to the Khar Station. In Sector B, which lies between the Bandra-Ghodbunder Road and Linking Road, only a few plots remain for sale. The plots in Sectors C and D, west of Linking Road, have not hitherto sold as readily as plots in Sectors A and B chiefly because they are a little larger and the rates per square yard a little higher. Selling rates have now been reduced to ensure quicker disposal.

In all 160 bungalows have so far been built and 25 are under construction in all the four Sectors.

In Suburban Scheme No. VIII (Chapel Road, Bandra), four plots remained for sale at the close of the year under report. In all 40 bungalows have so far been built and 6 more are under construction in this scheme.

RAILWAY SCHEMES

**Suburban Scheme No. 17 (Central Salsette Railway).**—The negotiations for the transfer of this railway (since changed to Tramway) to the G. I. P. Railway were completed and sanctioned by the Government of India during the year, and the service commenced to run on 9th January 1928 between Andheri and Wadhavli, a distance of 8 miles.

**Suburban Scheme No. 22 (Kurla-Trombay Railway).**—The G. I. P. Railway are now in charge of the whole of the Kurla-Trombay Railway from Kurla station to Mandala. The permanent way and bridges were all completed during the year and the extension to Mandala was opened for traffic on 1st July 1927.

The Government of India have now selected the Vile Parle Juhu flats for the proposed aerodrome and the area comprised in Suburban Scheme No. 10 (Aerodrome at Gilbert Hill, Andheri) is now available for disposal in other ways.

MILITARY (INDIAN AUXILIARY AND TERRITORIAL FORCES)

**Auxiliary Force (India).**—There has been no change in the organization of the Auxiliary Force (India) since the last report

A recruiting campaign was carried out during the months of February and March in order to bring units up to their authorised strength.

**Indian Territorial Force.**—The whole of the Indian Territorial Force in Bombay was under orders for disbandment during the year 1927-28.

The 12th Battalion, 2nd Bombay Pioneers, Indian Territorial Force, was finally disbanded on the 7th November 1927 and the 11th Battalion 2nd Bombay Pioneers, Indian Territorial Force, is under orders for disbandment, which will, probably, be carried out before the end of the present year.

Two new units of the Indian Territorial Force are to be raised in Bombay, as Urban units. In one of these units enrolment will be restricted to Parsees.

One unit of the Indian Territorial Force Medical Corps has been allotted to Bombay Presidency.

The 1st (Bombay) Battalion University Training Corps is up to authorised strength. The Annual Camp was well attended and progress continued to be made.

The 11th Bn. 5th Mahratta Light Infantry has increased in numbers and the progress obtained during the annual period of training was satisfactory.

**Karachi Corps, Auxiliary Force (India).**—Progress was satisfactory. Three officers and 76 other ranks have joined the Corps during the year. The monthly Rifle Competitions were well patronised and the Rifle Club is flourishing.

Sanction was accorded to the formation of a University Training Corps (T. F.) at Karachi, to be known as the No. 11 Company, University Training Corps. An advisory committee was formed and the Commissioner in Sind has nominated certain gentlemen as members of the committee.

## PREVENTION OF CRUELTY TO ANIMALS

**Bombay and Karachi Societies.**—During the year 1927 the Agents of the Society in Bombay City prosecuted 16,978 cases of cruelty to Animals. In 15,910 cases fines were inflicted, in 107 cases the offenders were fined or in default sentenced to various terms of imprisonment, in 544 the accused were warned and discharged, and in 489 the accused were acquitted. One thousand two hundred and ninety-one animals were sent to the Bai Sakarbai Dinshaw Petit Hospital for Animals for treatment, while two animals in cruelty cases and 202 other animals sent from the Hospital, found to be suffering from incurable diseases were sent to the Pinjrapole at Bombay. In Bandra there were

454 prosecutions, fines being inflicted in 451 cases. In three cases the accused were acquitted. The whole of the fines levied in cruelty cases prosecuted by the Society's Agents are given to the Society after deducting certain charges. The amount thus received by the Society in 1927 by way of Police fines was Rs. 51,341 out of the total receipts of Rs. 52,796. The expenditure was Rs. 44,878.

In Karachi 3,040 cases of cruelty to animals were prosecuted by the Inspectors of the Society as against 2,948 in the previous year. In 3,020 cases the accused were convicted. The total realisations from fines including arrears of the previous year were Rs. 12,637. The expenditure was Rs. 10,270.

## FLOODS IN GUJARAT AND SIND

During the last week of July 1927 the districts of Ahmedabad, Kaira, Broach and Panch Mahals in Gujarat and Hyderabad and Thar and Parkar in Sind experienced a phenomenal rainfall. In the Gujarat district where the annual rainfall rarely exceeds 30 inches the downpour in the course of four or five days amounted to somewhere between 40 and 70 inches. The rivers were swollen and the floods swept away cattle, grain, houses and bridges. These unprecedented floods destroyed all communications by road and rail as well as by telegraph and rendered thousands of people homeless in the towns as well as the country. The rainfall which caused the floods abated in Ahmedabad on July 29, and in other parts of Gujarat on the 30th of the same month, and within two days thereafter Government directed the local officers to proceed with Tagavi grants to agriculturists for the restoration of lands, purchase of seed and cattle, and rebuilding of houses. Moreover, where charitable grants were not immediately forthcoming the officers were given carte blanche to incur expenditure for the relief of the distressed by supply of food, clothing and the provision of temporary shelter. On August 2 a large public meeting was convened at Bombay, at which His Excellency Sir Leslie Wilson presided. A Central Committee was formed to organise charitable relief to the flood sufferers. Thus within a very short space of time both official and non-official agencies were mobilised to organise measures for the relief of the distressed. Government also appointed a Special Officer for flood relief work, who was called upon to perform the delicate task of co-ordinating the official and non-official relief operations and ensuring that the people of Gujarat received full value from the measures taken by the Flood Relief Committee and by

Government. The amount of assistance which Government had to grant could not be properly ascertainable at first. They vested a large amount of discretion in local officers and placed at their disposal a sum of Rs. 10½ lakhs for free grants, and another sum of Rs. 85·22 lakhs from the Famine Insurance Fund and Rs. 71·15 lakhs from Provincial balances towards the Tagavi and reconstruction work. Loans granted for the purchase of seed for crops were made free of interest for one year and those for reconstruction were made on very easy terms.

In organising relief all the principal departments of Government were concerned. Apart from the ordinary revenue and police administration the Agricultural Department was called upon to arrange for the supply of seed, implements and bullocks and to make an immediate start in re-planting the land where crops had been destroyed. This department was also directed to co-ordinate with the Co-operative Department in activities relating to the grant of loans and reconstruction work. The Live Stock Expert to Government visited Panjrapoles and Gowrakshalas to obtain the bullocks required for work in the fields and arrangements were also made to purchase additional animals if necessary. The Forest Department was called upon to help in making available the necessary timber and bamboos for housing purposes.

The work of the Bombay Central Relief Committee was of a very important character. They collected over 18·88 lakhs of rupees for charitable relief which they distributed in giving relief and clothing to all classes as well as supplying corn, grains and seeds, building materials for the reconstruction of buildings, medical relief, acquisition of lands for new village sites, etc.

## CIVIL AND CRIMINAL JUSTICE*

### Bombay Presidency (Proper)

#### CIVIL JUSTICE*

The permanent Civil Judicial Staff employed during the year 1927 consisted of 8 High Court Judges with two temporary Additional Judges, 17 District Judges, 8 Assistant Judges, 8 Small Causes Court Judges, 22 First Class and 103 Second Class Subordinate Judges.

**High Court.**—The Civil and Criminal Justice Report emphasizes the increase in work at the High Court and states that the staff is inadequate to deal with it, with the result that

*This note was received too late for inclusion in Chapter III.

there is serious delay and consequent hardship to litigants. The general work of the High Court falls into two natural divisions, judicial work and administrative work. The latter is heavy and increasing in burden and necessitates much time being spent out of ordinary Court hours.

The growth of litigations since 1908 is indicated in the Report by a special statement. A comparison of statistics with other High Courts in India for the year 1927 shows that although the Bombay High Court had fewer Judges than any other High Court except perhaps Patna, it had the largest number of Original Side suits and of Criminal Sessions cases of any High Court and with one exception of new first appeals. The report says that 10 permanent and additional judges are insufficient to cope with the present volume of civil and criminal work with the result that both on the Original Side and Appellate Side the arrears of suits ready for hearing have largely increased.

The total number of original suits for disposal before the High Court was 5,860 of which 2,673 were instituted during the year 1927. The number of suits decided was 3,259 leaving 2,601 undisposed of at the close of the year. Of the suits undisposed of 681 had been more than two years on the file.

On the appellate side the High Court dealt with 2,711 appeals and applications against 2,552 in the preceding year and against 3,385 in the year 1925. At the close of the year there were 2,367 appeals pending at the High Court.

The total number of suits instituted in the Presidency Small Causes Court was 35,754. Of these 31,761 were of the value of less than Rs. 500. The total value of litigation was Rs. 81,56,270 against Rs. 86,34,540 in 1926. The suits decided were 36,892 leaving 4,653 pending on the file.

**Mofussil Courts.**—The total number of civil suits instituted in Courts outside the City and Island of Bombay was 143,813 showing an increase of 15,874 on the figures of the previous year. An increase occurred in money suits to the extent of 15·5 per cent. while the decrease was of ·1 per cent. in title and other suits, the numbers being 118,255 as against 102,347 and 25,558 as against 25,592. The number of suits instituted in 1927 showed an increase over 1926 in all the districts except Ahmednagar. The increase was most marked in the districts of East Khandesh (5,813) and was followed by Kaira (1,583), West Khandesh (1,413) and Ahmedabad (1,316). In the remaining districts, the increase was less than 1,000. The largest number of suits instituted during the year was in East Khandesh (19,811). In no other district except Poona, Nasik,

Ahmedabad and Kaira did the institutions exceed 10,000. Institutions ranged between 5,000 to 10,000 in Ratnagiri, Dharwar, Belgaum, Sholapur, Bijapur, West Khandesh, Ahmednagar, Satara, Thana, Surat and Broach and Panch Mahals. Kolaba showed only 3,325 suits as instituted while the lowest figure (3,319) was in Kanara.

The total money value of the suits instituted in the mofussil courts was Rs. 469·7 lakhs. Of these 124,767 suits were of the value below Rs. 500.

The number of suits disposed of during the year was 143,112 showing an increase of 14,597 over the figures of the previous year. Of these the paid sub-divisional tribunals were responsible for 131,068 suits, Small Causes Courts for 11,268, District Courts for 738 and the remaining 38 suits were decided by unpaid tribunals such as Inamdars and Jahagirdars.

The number of suits pending at the close of the year was 62,553 as against 60,116 in the previous year indicating an increase of 2,437 suits. Of the suits thus pending, 5,691 had been pending for more than a year, showing a decrease of 1,232 over the figures of the previous year. The number of suits pending over a year was largest in Poona (796), followed by Satara (724), Ahmedabad (522), Nasik (498) and Belgaum (418).

The Appellate Courts subordinate to the High Courts dealt with 5,317 appeals leaving 4,980 appeals pending at the close of the year.

## CRIMINAL JUSTICE

The Judicial Staff employed for the administration of Criminal Justice consisted of 8 High Court Judges with two temporary Additional Judges, 17 Sessions Judges, 2 Additional Sessions Judges, 4 Assistant Sessions Judges, 973 Magistrates, 155 Sanitary Committees and Sanitary Boards and 268 Village Panchayats. In addition to the above there were 19,769 Police Patils. There were also 49 Benches of Magistrates doing criminal work.

The criminal offences reported during the year numbered 213,350 showing an increase of 906. Of these 201,571 were tried. The number of cases tried by the Presidency Magistrates was 22,385 and by Honorary Presidency Magistrates 88,479. The number of persons involved in these cases was 119,947 and of these 103,107 were convicted. Of those persons convicted 9,922 were punished with imprisonment, 84,756 with fine and 90 with whipping, while 6,081 convicted persons were warned and discharged.

The mofussil magistrates dealt with 136,862 persons. Of these 903 were referred to the Sessions and of the remaining 135,959, 48·6 per cent. were convicted, 8,154 being sentenced to imprisonment, 55,374 to fine, 156 to whipping and 4,058 were ordered to give security. Of these sentences imposed 1,477 were for terms not exceeding 15 days, 5,532 for periods not exceeding 6 months, 1,143 for terms not exceeding two years, and 2 for above two years.

The Courts of Sessions dealt with 1,958 persons of whom 52·5 per cent. were convicted. Death sentences were passed in 29 cases and transportation ordered in 112 cases, imprisonment in 776 cases, fine in 172 cases, whipping in 9 cases and security for good behaviour in 14 cases.

During the year the High Court dealt with 194 original criminal cases and 667 criminal appeals, apart from 467 miscellaneous cases.

The total receipts of all courts in the Presidency amounted to Rs. 87,62,000 while the total charges were Rs. 67,50,000.

## ADVANCES TO CULTIVATORS*

**Northern Division.**—The total amount advanced as takavi totalled Rs. 67·61 lakhs as against Rs. 12·44 lakhs during the previous year. The increase was due to the large advances made for reconstruction of houses damaged by floods in the four Northern Districts of Gujarat. Out of the total outstanding balance of Rs. 26·89 lakhs at the beginning of the year, Rs. 4·61 lakhs were recovered and Rs. 41,500 were suspended.

**Central Division.**—The amount advanced decreased from Rs. 3·96 lakhs to Rs. 1·15 lakhs. The year opened with the outstanding balance of Rs. 34·07 lakhs of which Rs. 12·90 lakhs were collected and Rs. 15,000 were suspended.

**Southern Division.**—The year opened with an outstanding balance of Rs. 17·92 lakhs. Advances and collections amounted to Rs. 3·27 lakhs and Rs. 2·94 lakhs respectively. The amount collected represented 16·4 per cent. of the debt outstanding at the beginning of the year. One thousand seven hundred and twenty-six takavi works at Belgaum, Bijapur and Dharwar were in progress.

**Sind.**—Takavi advances amounted to Rs. 28·74 lakhs as against Rs. 7·15 lakhs in the preceding year. The increase occurred in the three districts of Thar Parkar, Hyderabad and Karachi, which suffered from the floods due to heavy rainfall and where on that account liberal grants of takavi were

*This note was received too late for inclusion in Chapter V.

made. Out of the total outstanding balance of Rs. 43·81 lakhs Rs. 12·59 lakhs fell due for collection during the year of which Rs. 4·47 lakhs or 35·42 per cent. were collected.

It should be noted that the figures for outstandings and collections do not mean that the amount was due for collection during the year. They represent the total amount of advances outstanding but not necessarily due for collection in the year under review.

# APPENDIX I

## RESERVED SUBJECTS

(1) Water supplies, irrigation and canals, drainage and embankments, water storage and water power.
(2) Land Revenue Administration.
(3) Famine Relief.
(4) Land Acquisition.
(5) Administration of Justice.
(6) Provincial Law Reports.
(7) Administrator-General and Official Trustee.
(8) Non-judicial stamps; judicial stamps.
(9) Development of mineral resources which are Government property.
(10) Industrial matters, included under the following heads :—
  (*a*) Factories;
  (*b*) Settlement of labour disputes;
  (*c*) Electricity;
  (*d*) Boilers;
  (*e*) Gas;
  (*f*) Smoke Nuisances; and
  (*g*) Welfare of labour and housing.
(11) Ports (with certain exceptions).
(12) Inland water-ways, including shipping and navigation, not declared central subjects.
(13) Police, including railway police.
(14) (*a*) Regulation of betting and gambling;
  (*b*) Prevention of cruelty to animals;
  (*c*) Protection of wild birds and animals;
  (*d*) Control of poisons;
  (*e*) Control of motor vehicles; and
  (*f*) Control of dramatic performances and cinematographs.
(15) Control of newspapers, books and printing presses.
(16) Coroners.
(17) Excluded Areas.
(18) Criminal Tribes.
(19) European vagrancy.
(20) Prisons, prisoners (except State prisoners) and reformatories.
(21) Pounds and prevention of cattle trespass.
(22) Treasure trove.
(23) Provincial Government Presses.
(24) Elections, Indian and Provincial.
(25) Regulation of medical and other professional qualifications and standards.
(26) Local Fund Audit.

(27) Control of members of all-India and provincial services serving within the province and control of public services within the province other than all-India services.
(28) Sources of provincial revenue—
  (*a*) taxes included in the Schedules to the Scheduled Taxes Rules, or
  (*b*) taxes, not included in those Schedules, which are imposed by or under provincial legislation which has received the previous sanction of the Governor General.
(29) Borrowing of money on the sole credit of the province.

TRANSFERRED SUBJECTS

(1) Local Self-Government (except Cantonments).
(2) Medical administration.
(3) Public health, sanitation and vital statistics.
(4) Pilgrimages within British India.
(5) Education (with some exceptions).
(6) Public Works—
  (*a*) Construction and maintenance of provincial buildings.
  (*b*) Roads, bridges, ferries, etc.
  (*c*) Tramways within municipal areas.
  (*d*) Light and feeder-railways and extra-municipal tramways for which provision is made by provincial legislation.
(7) Agriculture.
(8) Civil Veterinary Department.
(9) Fisheries.
(10) Co-operative Societies.
(11) Forests.
(12) Excise.
(13) Registration of deeds and documents.
(14) Registration of births, deaths and marriages.
(15) Religious and Charitable Endowments.
(16) Development of industries, including industrial research and technical education.
(17) Stores and stationery required for transferred Departments.
(18) Adulteration of food-stuffs and other articles.
(19) Weights and measures.
(20) Libraries, museums and exhibitions (with certain exceptions).
(21) Historical monuments (with certain exceptions).
(22) Town planning and development in municipal areas (except cases dealing with the Bombay City and Suburban Division).

# APPENDIX II

## List of Official Reports used in the compilation of this Volume

## PART II

### CHAPTER I

INDIAN STATES

Annual Reports of the Indian States referred to in the Chapter and of Aden for the year 1927-28.

### CHAPTER II

LAND RECORDS

Annual Report of the Department of Land Records in the Bombay Presidency (including Sind), Report of the Collector and Talukdari Settlement Officer, Ahmedabad, and the Report on the Administration of Incumbered Estates in Sind for the year 1927-28.

### CHAPTER III

LAW AND JUSTICE

Reports on the Administration of Civil and Criminal Justice in the Bombay Presidency and Sind and Report on the Administration of the Registration Department for the year 1927, Annual Report on the working of the Indian Companies Act, 1913, and Proceedings of the Bombay Legislative Council for the year 1927-28.

### CHAPTER IV

POLICE AND CRIME

Annual Reports on the Bombay District Police and the Bombay City Police, Administration Reports on Government Workhouses and of the Bombay Jail Department and the Report on the working of the Criminal Tribes Act in the Bombay Presidency for the year 1927.

### CHAPTER V

AGRICULTURE, WEATHER AND CROPS

The Season and Crop Report of the Bombay Presidency, the Report of the Department of Agriculture, Land Revenue Administration Report of the Bombay Presidency, including Sind, Annual Report on the working of Co-operative Societies in the Bombay Presidency, Annual Report on Forests, Note on the Weather of the Bombay Presidency and the

Annual Report of the Empress and Bund Gardens, Poona, for the year 1927-28.

## CHAPTER VI

### TRADE AND COMMERCE

Annual Factory Report of the Bombay Presidency and Annual Report on the Working of the Workmen's Compensation Act for the year 1927, Report on the Administration of the Bombay Boiler Inspection Department, Annual Report of the Bombay Smoke Nuisances Commission, Annual Report on the Sea-borne Trade of the Bombay Presidency, Report on the Maritime Trade of the Province of Sind, Report on the Trade and Navigation of the Port of Aden and Annual Reports on Shipping Offices, Bombay, Karachi and Aden, for the year 1927-28.

## CHAPTER VII

### PUBLIC WORKS

Administration Report of the Public Works Department for the year 1927-28.

## CHAPTER VIII

### VITAL STATISTICS AND MEDICAL RELIEF

Annual Report of the Director of Public Health for the Government of Bombay for the year 1927, Report on Civil Hospitals and Dispensaries for the year 1927-28, Annual Report of the Haffkine Institute and Report on Mental Hospitals for the year 1927, Report on Vaccination in the Bombay Presidency for the year 1927-28, Annual Reports of the Chemical Analysers to Government, Bombay and Sind for the year 1927, and Annual Administration Report of the Civil Veterinary Department in the Bombay Presidency including Sind for the year 1927-28.

## CHAPTER IX

### LOCAL SELF-GOVERNMENT

Report on Municipal Taxation and Expenditure for the Bombay Presidency including Sind, Administration Report of the Municipal Commissioner for the City of Bombay, Annual Report on Local Boards in the Bombay Presidency, and Annual Reports on Port Trusts, Bombay, Karachi and Aden, for the year 1927-28.

## CHAPTER X

### FINANCIAL REVIEW

Annual Report on the Sea-borne Trade and Customs Administration of the Bombay Presidency, Report on the Maritime Trade of the Province of Sind, Reports on the Administration of the Salt Department of the Bombay Presidency, Sind and Aden, Reports on the Administration of the

Excise Department in the Bombay Presidency, Sind and Aden, Annual Report of the Stamp Department in the Bombay Presidency and Sind, and the Annual Report on Income Tax for the year 1927-28.

## CHAPTER XI

### INSTRUCTION

Report of the Director of Public Instruction in the Bombay Presidency for the year 1927-28, Report of the Reformatory School at Yeravda and the Report of the Royal Asiatic Society (Bombay Branch) for the year 1927, Administration Report of the Municipal Commissioner for the City of Bombay and the Annual Report of the Victoria Museum, Karachi, for the year 1927-28.

## CHAPTER XII

### ARCHÆOLOGY

Progress Report of the Archæological Survey of India, Western Circle, for the year 1927-28.

## CHAPTER XIII

### MISCELLANEOUS

Administration Reports for the Diocese of Bombay and of the Presidency Senior Chaplain, Church of Scotland, Bombay Presidency, Annual Report on Government Printing and Stationery, and the Report on the working of the Development Department for the year 1927-28, and the Annual Reports of the Bombay and Karachi Societies for the Prevention of Cruelty to Animals for the years 1927 and 1927-28 respectively.

# APPENDIX III

## 1927-28

### GOVERNOR

His Excellency the Right Honourable Sir Leslie Orme Wilson, P.C., G.C.I.E., C.M.G., D.S.O.

### MEMBERS OF COUNCIL

| | |
|---|---|
| The Honourable Sir Chunilal V. Mehta, Kt., K.C.S.I., | Finance Member and Vice-President of Council. |
| The Honourable Sir Cowasji Jehangir (Junior), K.C.I.E., O.B.E. | General Member. |
| The Honourable Mr. J. L. Rieu, C.S.I. (on leave) .. | Revenue Member. |
| The Honourable Mr. G. W. Hatch, C.I.E. (Temporary). Took his seat, 24th March 1928. | |
| The Honourable Mr. J. E. B. Hotson, C.S.I., O.B.E. | Home Member. |

### MINISTERS

| | |
|---|---|
| The Honourable Sir Ghulam Husain Hidayatullah, Kt. | Local Self-Govt. |
| The Honourable Diwan Bahadur Harilal Desaibhai Desai. | Education. |
| The Honourable Mr. G. B. Pradhan .. | Forests and Excise. |

### PRESIDENT, BOMBAY LEGISLATIVE COUNCIL

The Honourable Mr. Ali Mahomed Khan Dehlavi,

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BOMBAY PRESIDENCY
Scale of Miles
REFERENCE
Metalled Roads
Unmetalled Roads
Kutcha Roads or Cart Tracks
Railway open & Railway Station
Heights above mean Sea level
SIND
PUNJAB
RAJPUTANA AGENCY
CENTRAL INDIA AGENCY
CENTRAL PROV.
BERAR
HYDERABAD
MADRAS PRESY.
MÁISUR
KARACHI
HYDERABAD
UMARKOT
KANCHESHAH
LARKHANA
JACOBABAD
KHANPUR
SHIKARPUR
SUKKUR
KHAIRPUR
JAMRAO
MIRPUR
NAWANAGAR
DHRANGADRA
MORVI
RAJKOT
GONDAL
JUNAGAD
PORBANDAR
DWARKA
OKHAMANDAL
BHAVNAGAR
PALANPUR
DEESA
RADHANPUR
KHERALU
PATAN
MAHSANA
KADI
BARODA
CAMBAY
DHOLKA
AHMEDABAD
DHOLERA
BROACH
SURAT
DAMAN
VALSAD
NASIK
THANA
BOMBAY
MAZAGAON
ALIBAG
PANWEL
KARJAT
POONA
SATARA
SHOLAPUR
BIJAPUR
BELGAUM
DHARWAR
KARWAR
RATNAGIRI
KOLHAPUR
MALVAN
VENGURLA
GOA
MARGAO
CUTCH
GULF OF CUTCH
GULF OF CAMBAY
ARABIAN SEA
INDUS R.
TAPTI R.
GODAVARI R.
KRISHNA R.
BHIMA R.
MALPRABHA R.
GHATAPRABHA R.
KALINADI R.
WARDHA R.
WAINGANGA R.
PENGANGA R.
PURNA R.
TAPTI R.